DOCUMENT RESUME

ED 305 167 PS 017 883

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TITLE The Illinois Director's Study: A Report to the Illinois Department of Children and Family Services.

INSTITUTION National Coll. of Education, Evanston, Ill.
SPONS AGENCY Illinois State Dept. of Children and Family Services, Springfield.
PUB DATE Mar 89
CONTRACT IDCFS-C-1221029019
NOTE 105p.
AVAILABLE FROM Dr. Paula Jorde-Bloom, Director, Early Childhood Professional Development Project, National College of Education, 2840 Sheridan Road, Evanston, IL 60201 ($7.95, plus $1.50 shipping).
PUB TYPE Reports - Research/Technical (143)

EDRS PRICE MF01/PC05 Plus Postage.
DESCRIPTORS *Administrator Characteristics; *Administrator Qualifications; *Competence; *Day Care; *Day Care Centers; Early Childhood Education; Educational Quality; Futures (of Society); Profiles; Public Policy; Questionnaires; State Surveys
IDENTIFIERS *Illinois; Program Characteristics; *State Regulation

ABSTRACT

The Illinois Director's Study was commissioned by the Department of Children and Family Services to provide comprehensive data on directors of licensed, center-based early childhood programs in the state. Addressed were the following questions: (1) What is the current level of education, training, and experience of center directors in Illinois? (2) How do directors rate the importance of specific tasks associated with their administrative role? (3) How do director's ratings compare with those of experts in early childhood education? (4) What skills and competencies do center directors feel should be minimum requirements for the position? (5) How do directors' assessments of minimum requirements compare with those of experts and with state licensing standards? (6) What is the relationship between directors' education, training, and experience and their perceived competence in performing tasks associated with their role? (7) In what knowledge and skill areas do directors feel they need additional training? (8) What is the relationship between directors' education, specialized training, and experience and indices of program quality? This report provides background information on 990 directors and summarizes results of field observations of 103 programs. It also offers policy recommendations regarding the efficacy of modifying licensing standards. Extensive references are supplied and several survey instruments are appended. (RH)

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THE ILLINOIS DIRECTOR'S STUDY

A Report to

The Illinois Department of Children and Family Services

Prepared by

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This publication was prepared with funding from the Illinois Department of Children and Family Services under contract No. 1221029019. The opinions expressed in this report do not necessarily reflect the positions or policies of the Illinois Department of Children and Family Services.

Some of these data were presented at the U. S. Department of Education's conference, "Policy Options in Support of Children and Families," Washington, D. C., November, 1988 and at the annual meeting of the American Educational Research Association, San Francisco, March 1989.

ACKNOWLEDGMENTS

Many people and organizations made this report possible. Marilyn Sheerer, Joan Britz, and Michelle Adams logged hundreds of miles visiting centers, interviewing directors, and conducting field observations. Patti Schreiber and Vanessa Payton spent many blurry-eyed hours coding survey results and entering data into the computer. Dan Garside assisted with the data analysis. The time and energy these individuals devoted to this study deserves special note. Appreciation is also extended to the State Advisory Committee on Day Care for their helpful feedback in the conceptualization of the study and the design of the survey instruments. A special note of gratitude to National College of Education for granting research released time to conduct the study. And finally, it is important to acknowledge the hundreds of center directors who took time out their hectic schedules to answer "just one more questionnaire." It is to these individuals and their tireless commitment to Illinois' children that this study is dedicated.

Paula Jorde-Bloom
March, 1989

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INTRODUCTION

Over the past two decades, patterns of child care have changed profoundly. With increasing numbers of women in the labor force, out of home care in center-based programs has grown at an astonishing rate. Enrollment has more than tripled since 1965 when only 11% of the nation's preschoolers attended prekindergarten programs. This growth is most clearly seen in the dramatic increase in the number of licensed child care centers -- from approximately 18,000 in 1977 to nearly 63,000 in 1986 (Hofferth & Phillips, 1987; NAEYC, 1986; Neugebauer, 1989; U. S. Bureau of the Census, 1987). Most demographic projections indicate that this trend will continue well into the next decade.

This situation presents a formidable challenge to those who work in the field of early childhood education. The concern extends beyond the mere availability of child care services to an equally pressing concern about the quality of the services provided (Phillips, 1987; Jorde, 1986; NAEYC, 1984a). Programs that are stimulating, well-planned, and provide children with the tools for success in later life are no longer viewed as a luxury; they are seen as a basic necessity for all children in group care.

Studies conducted in a variety of settings have repeatedly shown that such high quality programs are run by well-trained, competent, and dedicated staff. In short, the quality of staff training in preschool programs is a critical determinant of overall program quality (Berk, 1985; Clarke-Stewart & Gruber, 1984; Howes, 1983; Oyemade & Chargois, 1977; Peters & Kostelnik, 1981; Phillips, 1987; Prescott, Jones, & Kritchevsky, 1972; Roupp, Travers, Glantz, & Coelen, 1979; Vandell & Powers, 1983).

Most of research in this area, however, has focused on caregivers (teachers) and the role they play in facilitating children's development. Little systematic inquiry has been conducted on the role directors play (however indirect it may be) in influencing the contextual factors that support or inhibit quality experiences for children.

Despite the lack of concrete empirical studies in this area, the prevailing wisdom in the literature supports the proposition that the director is the "gatekeeper to quality," setting the standards and expectations of others to follow. It is the director who sets the tone and creates the climate of concern that is the hallmark of a quality program (Almy, 1982; Jorde-Bloom, 1987a, 1988a; Decker & Decker, 1984; Greenman & Fugua, 1984; Montgomery & Seefeldt, 1986; Storm, 1985).

Most observers agree the effective director promotes quality through good communication, supportive supervision, an understanding of sound fiscal policies, and careful attention to the working conditions of staff. It is an artful blend of knowledge and experience that includes more than a strong background in developmental theory and the principles of early childhood education.

Given the immense importance of the director's role, it is unfortunate that so little research has focused on the issues related to effective program administration including what constitutes minimum and optimum qualifications for the position. Presently, there appears to be little agreement among practitioners, licensing representatives, and those designing teacher training programs at the college level about what requisite skills and competencies are needed to successfully direct a program (Almy, 1981, 1988; Austin, 1981; Blase & Fixsen, 1981; Busch-Rossnagel, 1985; Fugue & Greenman, 1982; Lamme, McMillin, & Clark, 1983; Slavenas & Sloan, 1987).

Moreover, little is known about the type of formal and informal training center directors have had and their attitudes about the appropriateness of that training. What is known is that many directors feel they come ill-prepared to assume the myriad of responsibilities associated with their role and as a result often experience high levels of stress and burnout (Jorde, 1982).

The lack of reliable data about program directors has hampered efforts by child care advocates around the country to press for licensing standards that are reasonable and enforceable, yet also

promote quality. The State of Illinois is no exception. At present, there is no coherent rationale supporting the level of director qualifications mandated in the licensing code.

The present study, commissioned by the Illinois Department of Children and Family Services, was designed to provide comprehensive data on the background, training, and experience of program directors in Illinois. It also sought to provide preliminary data on the association between director qualifications and various indices of program quality. Chapter I provides a review of the literature regarding the qualifications of center directors. In Chapter II, the methodology and results of the Illinois Director's Study are presented. The final chapter of this report recommends possible directions for the future regarding the training and licensure of center directors.

CHAPTER I

AN OVERVIEW OF DIRECTOR QUALIFICATIONS

The director's role in the early childhood center is both central and complex. In a number of powerful ways the director influences the climate of a center both as a workplace for the teaching staff and as an educational and nurturing environment for children. While there is uniform agreement in the literature about the importance of the director's role and the need for highly trained personnel to serve in this capacity, there is a surprising lack of agreement about what constitutes minimum qualifications and how individuals should be trained. There also appears to be a lack of consensus about the nomenclature used to describe personnel who oversee the administration of center-based programs.

This chapter provides an overview of the many issues surrounding the requisite qualifications of center directors. First, it will look at the multifaceted role of the center director and the range of competencies needed for effective center administration. It will then summarize state regulations governing minimum qualifications and present a profile of the individuals who currently hold this position. Finally, it will look at the link between qualifications and indices of program quality.

The Multifaceted Role of the Early Childhood Center Director

Anyone who has chased the shadow of a center director for even a brief time, knows that being an effective administrator means wearing many hats: budget analyst, building and grounds manager, staff supervisor, record-keeper, receptionist, community liaison, curriculum developer, public relations coordinator, fundraiser, nutritionist, nurse, and child advocate (Axelrod, 1972; Decker & Decker, 1984; Neugebauer, 1984; Sciarra & Dorsey, 1979). The list is long and varied.

In a 1984 position statement on nomenclature and the status of the early childhood profession, the National Association for the Education of Young Children recommended the title "early childhood specialist" to denote the individual who supervises, trains staff,

designs curriculum and/or administers programs. However, this term has not been widely adopted by practitioners. Most center directors still refer to themselves as "director" or "administrator."

Almy (1982, 1988) refers to the director as an "early childhood educator," possessing the skills of the early childhood teacher plus, at a minimum, a thorough and current knowledge of child development and skills in working with adults, assessment and evaluation, administration and management, and research. "Such a person could bring to a large center, or several smaller centers, or a system of day care home, or some combination of homes and centers, the depth of knowledge that is needed if day care is to reflect the quality that early childhood teachers often talk about but less often realize" (Almy, 1982, p. 492). This conceptualization of the center director is similar to the Stage 4 ("Complex Practice") early childhood professional that VanderVen (1988) describes.

The repertoire of competencies needed to effectively carry out these roles will vary by the age and background of the children enrolled, the range of services provided, the philosophical orientation of the program, and the legal sponsorship of the center. The size of the program, as well, certainly affects the scope and complexity of the administrative role. Directors of small programs may have few administrative tasks and serve as classroom teacher for part of the day whereas directors of large programs may have multiple sites, multiple funding sources, and a large diverse staff to coordinate. Thus, directing different types of programs requires varying levels of administrative sophistication (Spodek & Saracho, 1982).

Defining Administrative Competence

Defining competence as it relates to the multiplicity of roles the director assumes each day is the first step in clarifying the issues surrounding requisite qualifications. Most conceptualizations of competence include three components: 1) knowledge competency which

includes knowledge of psychological theories, teaching strategies, and organizational analysis; 2) skill competency which includes the technical, human, and conceptual skills needed to perform different tasks; and 3) attitude competency which includes the beliefs, values, dispositions, and emotional responses that support optimum performance. Isenberg (1979) cautions that competence must be viewed as as synthesis, rather than a collection of knowledge, skills, and attitudes. In other words, it is an "integrative" rather than an "additive" process. Attitude competency, for example, is integral to both knowledge and skill competency.

Task Performance Areas

One way to better understand the range of competencies needed to administrate a program is to look at the task performance areas that encompass the director's role (British Columbia Department of Education, 1979; Busch-Rossnagel & Worman, 1985; Rosenthal, 1978; Texas Department of Human Resources, 1977). These can be grouped into four broad categories:

Organizational Theory and Leadership. Directors need a sound understanding of organizational theory in order to assess program needs, articulate a clear vision for the center, implement goals, and evaluate program effectiveness. They also need a good understanding of the dynamics of group behavior and how different leadership styles are appropriate in different situations.

As personnel manager, they must have skill in recruiting, training, and supervising staff in order to maintain a congenial, productive work team. Directors must also manage information and be able to translate program goals into well-written policies and procedures. Additionally, they must be alert to changing demographics, social and economic trends, and new developments in the field. Finally, directors must have knowledge of themselves as a growing professional and how that professional identity translates into a code of ethical behavior and professional responsibility.

Child Development and Early Childhood Programming. In order to guide others in developing and implementing sound programs for young children, directors need a thorough understanding of developmental patterns in early childhood and the implications for group care. They must be keen observers able to assess each child's needs and know how to assist staff in planning developmentally appropriate curricular experiences to meet those needs.

Directors also need a sound understanding of the principles of environmental psychology and how the arrangement of space and materials can support optimal development. They need organizational skills to implement effective systems to maintain enrollment, attendance, and anecdotal data on children. And because they are ultimately accountable for the health and safety of the children in their care, they need a firm grounding in the principles of health, safety, and nutrition as they relate to different aspects of program implementation.

Fiscal and Legal Issues. Because directors must respond to the laws and requirements of different government regulatory agencies and funding sources, they should have a good working knowledge of federal, state, and local regulations governing centers-based programs. As financial manager, they oversee the disbursement of funds and thus should know how to develop a budget, set tuition rates, prepare needed financial reports, and maintain appropriate insurance coverage. In addition, they need a good understanding of the principles of fundraising and grantsmanship in order to secure funding from a variety of private and public sources.

Board, Parent, and Community Relations. Because the director is typically the person that serves as liaison with the center's advisory board, owner, or sponsoring agency, the ability to articulate a rationale for program practices is critical. Directors also serve an important public relations role and thus must be able to interpret child growth and development to parents and others in the community.

In order to effectively meet the needs of the parents of children enrolled in their program, a knowledge and understanding of

the dynamics of family life, particularly families of different social and cultural backgrounds, is also essential.

Finally, in marketing their program and serving as a resource to parents, directors must have a working knowledge of community services that can support their efforts. In this regard, it is important they have regular contacts with professional organizations, state and federal congressional representatives, community service organizations, consultants, public schools, advocacy groups, medical and mental health units, local colleges, and local news media.

Education and Training: A Subtle Distinction

VanderVen (1985) draws an important distinction between education and training. Training, she states, refers to specific information and skill development which enable an individual to do a specific job in a specific setting. It primarily focuses on the "how to" of an immediate situation, rather than the "why." Education, on the other hand, is concerned with providing an individual with a broad perspective, a conceptual base for framing information and solving problems. It encourages the long term transferability of knowledge and skills.

VanderVen believes that academic programs at all levels should offer a blend of both orientations. That has not always been the case, however. University programs have tended to emphasize the education mode while technical/vocational colleges and service agencies providing in-service staff development have tended to focus on training.

State Regulations Governing Director Qualifications

Director qualifications can be divided into five categories: 1) age and other general background characteristics; 2) years of formal education (regardless of subject matter or specialization); 3) specialized preparation relevant to young children (e.g. training in developmental psychology or early childhood education; 4) specialized

preparation in program administration (e.g. financial management, staff management, or organizational theory; and 5) experience working in a child care setting.

Currently, there are no federal regulations governing the qualifications of child care directors. Standards for center directors are by and large determined by state regulatory bodies. In most states, the regulation of day care personnel is tied to center licensing and falls under the auspices of the Department of Public Welfare or the state's equivalent Department of Child and Family Social Services.

From state to state, however, regulations differ on almost every aspect of what is required. Indeed, as Morgan (1987) points out, the most striking characteristic about the requirements is their diversity. There is neither consistency nor a great deal of specificity in what constitutes minimum qualifications for directors.

The issue is further complicated by the fact that a number of states have promulgated a separate set of standards for early childhood personnel working in preprimary programs under the auspices of the public schools (Granger & Marx, 1988; Lamme, McMillin, & Clark, 1983; Mitchell, 1988; McCarthy, 1988). Requirements for personnel working with preschool-aged children in these settings is typically tied to the state's teacher certification requirements. Across the board, the qualifications under these standards are far more stringent than those required for personnel working in programs licensed under the state's department of social services or equivalent regulatory agency. In many instances, this situation has resulted in a fragmented system characterized by gross inequities (Kagan, 1989).

In a study of the expectations and requirements of state agencies overseeing early childhood programs, Slavenas and Sloan (1987) asked each state agency to rate the importance of several administrative competencies. State agencies ranked competency in personnel management as the most critical for successful administration of a program, especially knowledge of appropriate

hiring practices, licensing and certification regulations, in-service training, and supervision methods. Budget, curriculum (particularly the ability to meet developmental needs), and community coordination were also considered very important. Ironically, most of these same state agencies do not require formal training or demonstrated competence in these areas prior to employment.

Nomenclature

The lack of a uniformly-accepted nomenclature to denote personnel who work in early childhood programs has always plagued the field (Phillips & Whitebook, 1986). It is not surprising then that the terms used by states to denote the role of center director also lack consistency.

Some states do not differentiate personnel roles in child care settings and instead include directors under the broad category of "child care worker." Others may define a second level of teacher more highly qualified in child development than the rest of the teachers, but do not designate this person to necessarily fill the role of director. Those that do designate separate requirements for directors, often use quite different terminology to define the director's role. Some states require that centers with forty or more children hire a nonteaching director.

Minimum Requirements

In setting licensing requirements regarding requisite qualifications for personnel, State regulatory agencies typically specific minimum standards. These establish a floor below which it is illegal to operate. Only a few states have begun to offer "recommended" standards that programs are not required to meet, but which are offered as guidance to achieving a higher level of quality.

In most states the minimum age required for directors is 18 or 21. Some states also require directors to have demonstrated proficiency in basic literacy skills. In nine states, directors are

not required to have any relevant qualifying education at all prior to employment (AK GA ID KY LA MN MS NH TN). Minnesota, however, does require experience. Several other states require a high school diploma as formal education. In ten states, directors can lack a formal education, but only if they employ someone else who is qualified to be responsible for the programmatic aspects of the center (Morgan, 1987).

Twenty-six states require directors to be well qualified in child development and ten of these require substantial coursework. Only six states, however, require that directors have coursework in administration as well as child development (CA, IA, TX, CO, PA, WI). North Dakota, requires "competence" in administration, but does not require formal training nor experience. One state, Texas, is in the process of establishing a credential for directors. Twelve states require ongoing training for directors (Morgan, 1987).

Illinois licensing standards for center directors currently require an individual to be 21 years of age and show evidence of one of the following: 1) completion of two years of college credit with 18 semester hours related directly to child care and/or child development; 2) two years experience in a relevant setting with 10 semester hours of credit in child care and proof of enrollment in an accredited program; or 3) completion of a CDA Credential with required experience and education (Illinois DCFS, 1985).

A Profile of Early Childhood Center Directors

While very little systematic research has focused on early childhood center directors, it is possible to piece together a profile of directors' background characteristics from several studies that have looked into different aspects of the child care profession (Austin & Morrow, 1985-86; Buck, 1989; Coelen, Glantz, & Calore, 1978; Jorde-Bloom, 1988b, 1988c; Lindsay & Lindsay, 1987; NAEYC, 1984c; Nelson, 1986; Norton and Abramowitz, 1981; Texas State Department of Human Resources, 1977; Washtenaw County Association for the Education of Young Children, 1985; Whitebook, Howes, Darrah, & Friedman, 1982).

The average early childhood center director is female (88% - 94%), between 36 and 42 years of age, and quite experienced. Directors have worked at their present position an average of five years and in the field of early childhood education for a little over nine years.

Salary data about directors tends to be unreliable because it is difficult to draw comparisons across program types. Directors of for-profit programs, for example, often draw a minimal salary, choosing instead to reinvest would-be compensation back into their center. This deferred compensation in the way of an increased capital investment is seldom reported on salary surveys. Other directors receive fringe benefits in lieu of salary (for example, free tuition for their child, use of the school car, tuition reimbursement) which may be difficult to translate into actual dollar amounts.

Despite the complexity of gathering accurate salary data, what information has been collected does not provide a very glowing picture of the financial remuneration associated with the position. Over the past few years, it also appears that director salaries have not kept up with inflation. A recent study conducted by the Child Care Employee Project in cooperation with BANANAS (1988) showed the average per hour starting salaries of directors in the San Francisco Bay Area actually decreased between 1986 ($11.85/per hour) and 1988 ($11.30 per hour). Similar findings are reported for other regions of the country.

Current Levels of Education and Training

Approximately 75% of directors hold a baccalaureate degree and a third of this group have gone on to earn a master's degree or doctorate. While there is little comparative empirical data published, it does appear that the level of formal education has increased in the last ten years. Still, the level of education does not match that of elementary and secondary teachers where approximately 51% of the work force has an advanced degree.

There are also definite regional differences in the level of training of directors. A recent statewide survey in Georgia, for

example, found a surprising lack of training; 30% all directors surveyed lacked any formal training (Georgia Center for Continuing Education, 1987). One surprising finding of this study, however, was that 88% of the sample felt there should minimum requirements.

Typically, child care directors are promoted to their positions from the ranks of teachers. Norton and Abramowitz (1981) found that 78% of the directors they surveyed were head teachers or assistant directors before assuming full administrative responsibility for their center. Interest and experience appear to be the primary criteria for promotion, however, rather than formal training in program administration. Directors who have had concentrated coursework in child care management are rare. Fifty-six percent of the child care administrators in the Norton and Abramowitz study indicated that they had had no courses or workshops in early childhood administration. And many of those who had, indicated that the courses were taken after they became a director.

Most directors it appears, have put together a patchwork system of coursework, in-service professional development, and on-the-job training. Those administrators who have received administrative training at the college level have usually taken a single course at a community college that covers everything from staff management to bookkeeping in one short semester. Only recently have a few intensive graduate programs in early childhood administration appeared (Jorde-Bloom, 1987; Manburg, 1984).

Directors' Job Satisfaction, Professional Orientation, and Commitment

Like educators at the elementary and secondary level, early childhood directors' main source of satisfaction is derived from the nature of the work itself -- that intrinsic satisfaction that comes from knowing they have had an impact on children's growth and development (Jorde-Bloom, 1988c). Compared to administrators at other levels of the education system, however, early childhood directors exhibit far stronger levels of frustration (dissatisfaction) with working conditions, pay, and opportunities for promotion. These

dissatisfactions are endemic to the field (Whitebook, Howes, Darrah, & Friedman, 1982).

Several recent studies confirm that directors as a group exhibit a strong commitment to the profession. Lindsay and Lindsay (1987) found that directors overwhelmingly perceive themselves as "professionals." In a recent study focusing on the professional orientation of early childhood workers (Jorde-Bloom, 1988b), 87% of directors surveyed perceived their work as a "career" as opposed to "a job." In another study (Jorde-Bloom, 1988c), well over 90% of the directors said they would chose a career in early childhood if they were to make a career choice again.

Still, it is disappointing to note that directors as a group do not engage in many activities associated with a professional orientation. Powell and Stremmel (1988) found that 41% of the directors in their study were not members of any professional organization. In the Jorde-Bloom study (1988b), a third of directors did not belong to one professional organization or subscribe to a single professional magazine or journal. Only slightly more than a third had attended two or more workshops or conferences during the previous year, and less than one-half of the directors had written a single advocacy letter to an elected representative or to the editor of their local newspaper during the previous year.

Perceived Problems of Directors

In a study of 141 child care program directors, Austin and Morrow (1985-86) found the concerns most frequently expressed as problem areas were: evaluating personal effectiveness, developing a center's philosophy, evaluating the effectiveness of the center; and establishing effective parent-center communication. Those administrators who had fewer years of education expressed greater concerns. The quantity and type of problems reported, however, were not necessarily linked to leadership quality. The greatest concern expressed was the need to keep abreast of philosophical and applied developments in the field. Program implementation and evaluation

formed the next largest area of concern with over 86% citing need for better ways to evaluate themselves and their programs.

Norton and Abramowitz (1981) found the four areas most frequently expressed as troublesome areas for directors in which they needed additional support and help were: staff development and supervision; techniques for hiring and evaluating staff; ways to improve parent/teacher/administration relationships; and techniques for planning successful staff meetings and parent-teacher conferences.

Qualifications and Quality: Is there a Link?

Just how are director qualifications related to overall program quality? Ample evidence exists documenting a strong association between level of caregiver training and various indices of program quality, particularly child outcomes. Little research, however, has focused specifically on director qualifications and indices of program quality. Still, there is some evidence to suggest there may be a link between the background characteristics of the director and program outcomes. In their Bermuda study, for example, Phillips, Scarr, and McCartney (1987) found center quality was highly associated with director's experience. In a Pennsylvania study, Kontos and Fiene (1984) found that children in programs with more experienced directors did better on measures of language and sociability.

In a recent report summarizing the characteristics of programs that have achieved accreditation under NAEYC's Center Accreditation Project, Bredekamp (1989) states "we have observed that the most salient predictor of overall program quality is a director with a strong educational background in early childhood education/child development, and at least one degree (Bachelor's or Master's). In the relatively rare situations where programs have exceeded ratios and/or group sizes and teachers have not been well trained, but the evidence from the observation supports a positive accreditation decision, the program has always had a well-qualified early childhood professional in a position of leadership" (p. 6).

Another recent study supports the proposition that the director in his/her leadership role sets the standards and expectations for staff to follow. Powell and Stremmel (1988) found that the program director has a strong impact on the variety and sources of information available to caregivers, particularly those with no or limited training in early childhood education. The results of their study provide support for a "trickle down" conception of information flow from director to worker.

But this insight into information networks is disconcerting if one views it in light of the Jorde-Bloom (1988b) study cited earlier regarding director's level of professional orientation. Taken together, the Powell and Stremmel (1988) and Jorde-Bloom (1988b) studies suggest that the information that "trickles down" from director to untrained or minimally-trained worker may not represent a current technical base.

CHAPTER II

THE ILLINOIS STUDY

Methodology

This chapter includes an overview of the major questions addressed in the Illinois Director's Study, a description of the sample and data collection procedures, and an explanation of the dependent and independent variables assessed. It then presents the key findings of the data analysis.

Questions Guiding the Inquiry

1. What is the current level of training and experience of center directors in the State of Illinois?

2. How do directors rate the importance of specific tasks associated with their administrative role? And how do these ratings compare with those of experts in the field of early childhood?

3. What skills and competencies do center directors feel should be minimum requirements for the position? And how do director assessments of minimum requirements compare with those of experts and current state licensing standards?

4. What is the relationship between the directors' level of education, training, and experience and their perceived competence in performing the tasks associated with their role? In what knowledge and skill areas do they perceive they need additional training?

5. What is the relationship between directors' level of education, specialized training, and experience and indices of program quality?

Sample

The sample for this study included 990 directors of licensed early childhood centers in Illinois. The sample included 964 females and 26 males who ranged in age from 21 to 77 years (M = 40.22, s.d.

9.80). These directors represented all geographic regions of the state. (Appendix A provides a distribution of the participating centers by zip code). The mean program size of the centers involved was 80 students (s.d. 63.17, range 8 - 600) with an average paid teaching and support staff of 10 (s.d. 9.58, range 1 - 79). The average turnover rate reported for centers was 29%. The directors participating in this study represented all program types (half-day and full-day) as well as differing legal structures (private proprietary, corporate for-profit, private nonprofit, public nonprofit).

From this initial pool of 990 directors, a stratified random sample of 103 directors was selected for further study. These directors represented a cross-section of programs in Illinois by geographic location, enrollment size, legal sponsorship, and staffing patterns. This second phase of the study included an interview with each director and a field observation at each center. In addition, the teaching staff at each site were asked to complete a questionnaire assessing their perceptions of their work environment along several dimensions of organizational climate.

Eighty-nine experts in the field of early childhood education were also included in this study. These individuals were selected because of their specialized knowledge and experience in public policy and/or early childhood program administration and for the national perspective they brought to the topic. Many were commissioners for NAEYC's National Academy of Early Childhood Programs; others held elected positions on national governing boards of professional associations. Several had authored textbooks on program administration. Of the total sample of experts, 48% held doctorate degrees.

Measures

Director's background characteristics. A self-report survey instrument was used to elicit background information on each director. Variables assessed were age, sex, level of education (scored 1 high school diploma to 8 doctorate), credentials earned, specialized

coursework for college-level credit in early childhood education and child development, specialized coursework in early childhood program administration and management, in-service training in early childhood education, in-service training in program administration, years of experience teaching, and years of experience administrating programs. Directors interviewed during the second phase of the study were asked additional questions regarding their background and training. For example, they were asked to differentiate between pre-primary and primary early childhood coursework and if they had taken any other business-related courses such as accounting or small business management.

Center characteristics. Directors were also asked to provide background information on their respective centers. Variables assessed included: type of program (half-day, full-day, half-day/full-day combination); legal structure (for-profit sole proprietorship, for-profit corporation or franchise, private nonprofit, public nonprofit); hours of operation; total enrollment; number and distribution of paid staff; and turnover during the past twelve months.

Director's role perception and job satisfaction. Directors were asked whether they perceived their current position "a job" or "a career" and if they expected to be working in the field of early childhood in three years. They were also asked two open-ended questions relating to their major sources of satisfaction and frustration in their present position.

Director's professional orientation. Another section of the director's survey focused on their level of professional orientation. This section included questions regarding directors' involvement in professional organizations, how frequently they attended workshops and conferences, the number and type of educational journals they read, and if they had written any advocacy letters to elected representatives or the editor of their local newspaper during the previous year. The possible range of scores for this section was 0 - 20, with a low score indicating minimal involvement in professional

activities and a high score indicating a strong professional orientation. Validity and reliability data for the professional orientation scale are reported elsewhere (Jorde-Bloom, 1988b, 1989).

Knowledge and skill areas. Both directors and experts were asked to rate on a four-point Likert-type scale from 1 (not important at all) to 4 (very important) 24 knowledge and skill areas identified as potentially important to successfully performing the director's job (British Columbia Department of Education, 1979; Busch-Rossnagel & Worman, 1985; Rosenthal, 1978; Sciarra & Dorsey, 1979; Texas Department of Human Resources, 1977). These knowledge and skill areas are related to the four primary task performance areas of the director's role (organizational theory and leadership; child development and early childhood programming; fiscal and legal issues; and board, parent, and community relations). Six items comprised each task performance area. Thus the range of scores for each task performance area was 6 - 24. The total importance scores ranged from 24 - 96. Directors were also asked to indicate on a Likert-type scale from 1 ("I have no knowledge or skills in this area") to 4 ("I feel extremely competent and knowledgeable in this area") their present level of knowledge for each of the 24 knowledge and skill areas.

Additionally, both directors and experts were asked to indicate the knowledge and skill areas they felt should be required before an individual assumed the role of center director. Finally, both directors and experts were asked to evaluate the appropriateness of current Illinois state licensing standards with respect to directors.

Center quality. Three measures of center quality were used in this study. They included program quality, organizational climate, and the professional orientation of the center.

Program quality. Centers included in phase two of the study were observed using a modified version of the Early Childhood Classroom Observation Scale (Bredekamp, 1986) which was developed to assess program quality in centers applying for center accreditation as part of the National Academy of Early Childhood Programs (NAEYC,

1984a). Four observation subscales were used (teacher-child interaction, 11 items; curriculum, 15 items; health, safety, nutrition, 17 items; and physical environment, 15 items). Centers were observed from 1 1/2 to 4 hours each using a Likert-type scale for each criteria (1 = not met to 4 = fully met). Since the mean correlation between the four subscales was quite strong ($r = .81$, $p < .001$), an overall quality score (a composite of the four subscale scores) was used in the final data analysis. The possible range of scores for overall program quality was a low of 58 to a high of 232.

Organizational climate. The short form of the Early Childhood Work Environment Survey (Jorde-Bloom, 1989) was used to assess organizational climate. The ECWES (short form) measures staff's perceptions of organizational practices related to the quality of work life. The short form includes 20 questions to assess ten different dimensions of organizational climate (collegiality, opportunities for professional growth, supervisor support, reward system, clarity, decision-making, goal consensus, task orientation, physical setting, and innovativeness). The survey asks respondents to indicate on a Likert-type scale from 0 (never) to 5 (almost always) the extent to which a statement describes organizational practices at their center. The range of scores possible for the entire scale is 0 to 100. The center score reflects the mean aggregate score of individuals completing the survey. Reliability and validity of the scale are reported elsewhere (Jorde-Bloom, 1989). The short form of the ECWES was administered to all teaching staff of the 103 centers included in the second phase of the study. The mean response rate within centers was 98%. The total number of staff completing surveys was 1,372.

Professional orientation of the center. This scale measures the policies, and regular activities of the center that support professional growth, teacher involvement in decision-making, and role clarity (e.g. Does your center... provide on-site staff development workshops? Provide released time to visit other schools? Have a library of professional books for staff to use?). When there was at least 80% agreement by employees that the center engaged in the particular activity described, it was assumed that the item accurately

reflected organizational practice. The possible range of scores for this scale was 0 to 15. The professional orientation scale was included on the same questionnaire as the scale measuring perceptions of organizational climate.

Data Collection Procedures

In September, 1988, the directors of 1,950 licensed child care centers in Illinois were sent a six-page questionnaire requesting information about their educational background, training, experience, perceived competency in performing administrative tasks, and attitudes about requisite skills and competencies needed to administrate early childhood programs (see Appendix B). A post-card served as a follow-up reminder to directors to return the questionnaire. A total of 990 directors representing approximately 1,188 programs completed the questionnaire for a response rate of 61%. The actual response rate is probably somewhat higher since some of the non-responding directors presumably also administrate more than one site.

Follow-up telephone calls were made to approximately 30 nonrespondents to discern why they did not return the questionnaire. Nonrespondents can represent a threat to external validity of the data if those responses are significantly different from the population as a whole. That did not appear to be the case in this study. Both the overall rate of return and the distribution of subjects along key criteria made the sample quite acceptable for analysis and interpretation. Most individuals who did not respond noted time pressures as their reason ("the September crunch," as one director called it). A few said they had never received the survey.

In early October, 1988, 110 experts in the field of early childhood education were also sent a four-page questionnaire to complete (Appendix C) regarding their perceptions about requisite knowledge and skill areas for center directors. A total of 89 questionnaires was returned for a response rate of 81%.

One hundred and twenty directors representing a cross-section of programs in the state were identified as potential subjects for the

second phase of the study. These directors were contacted in mid-December to see if they would be willing to participate (Appendix D). Eight of the individuals were no longer affiliated with the centers from which they had submitted their original survey in September. Two others said they were not interested. The remaining agreed to participate. Of these 110 directors, seven field visits had to be canceled because of scheduling problems, illness, or inclement weather. Telephone interviews and field observations to the remaining 103 centers were conducted during January and February, 1989. Appendix E includes the questions included in the follow-up interview.

Once directors agreed to participate in the second phase of the study, a letter confirming the date and time of their center observation was sent (Appendix F) along with sufficient copies of the short form of the Early Childhood Work Environment Survey (Appendix G). Directions for distributing and collecting surveys was included in the letter to the director.

A team of three early child specialists in addition to the principal investigator conducted the field observations. These individuals were highly knowledgeable about the criteria included on the Early Childhood Classroom Observation Scale. A pilot testing of the instrument was conducted in late December, 1988 to determine interobserver reliability and to refine the instrument if necessary. Two centers of different enrollment sizes, ages served, and staffing patterns were used in the pilot testing of the instrument. After the visits, further refinement in the wording of several items was made to reduce the possibility of interpreting criteria differently. On the initial pilot testing of the instrument, inter-observer agreement was achieved more than 90% of the time across items. Appendix H includes modified version of the Early Childhood Classroom Observation Scale.

Observations ranged from 1 1/2 to 4 hours at each center. Visits were scheduled so the observer could see the full range of activities available at the center. Test-retest reliability was conducted in five centers. This second visit was made approximately two weeks after the first. Test-retest reliability for this subsample was quite high (.97).

Results

A Profile of Illinois Center Directors

The first objective of this study was to develop a profile of early childhood directors in Illinois. The profile that emerged is quite consistent with previous research conducted on this segment of the educational work force. Table 1 provides descriptive statistics summarizing directors' background characteristics for the sample (N=990).

Ninety-seven percent of the directors included in this study were female. This percentage is actually somewhat higher than previous national demographic data collected on center directors. This may reflect the fact that the field as a whole is moving toward greater sex-segregated status as a result of the focused attention on child abuse. It is also possiblethat Illinois is just characteristically different than the rest of the country in this regard.

As a group, Illinois directors are quite experienced. They average more than 10 years in the field of early childhood and five years in their current administrative position. One half of the directors, however, reported they had been at their current position for less than four years.

With respect to education level, 72% of the directors reported that they held a baccalaureate degree or higher; 22% had gone on to obtain a master's degree. Fifty-one (5%) of the directors held a CDA and another 2% of the sample were currently pursuing a CDA Credential. One hundred and nine directors (11%) held a Type 02 or Type 04 Early Childhood Certificate and 343 (35%) held an Elementary Teaching Certificate. Another 10% of the sample held other state teaching certificates, typically special education.

The directors in this sample averaged 28 semester hours of credit in specialized coursework in child development or early childhood education. Twenty percent of the sample had less than 18

Table 1

Means, Standard Deviations, and Range of Scores for Director Background Characteristics -- Entire Sample (N=990)

Variable	M	S.D.	Actual Range
Age	40.22	9.80	21 - 77
Education level*	4.33	1.37	1 - 8
Specialized coursework**			
ece/child development	28.45	19.66	0 - 100+
administration/management	6.30	11.21	0 - 60
In-service training***			
ece/child development	2.49	.90	0 - 3
administration/management	1.68	1.10	0 - 3
Experience			
total years in ece	10.71	6.53	1 mo - 43 yrs
years as director	6.19	5.75	1 mo - 43 yrs
years in current position	5.39	5.51	1 mo - 43 yrs
Professional orientation	9.09	3.71	1 - 20

* Education level: 1 = High school diploma; 2 = Some college; 3 = Associate degree; 4 = Bachelor's degree; 5 = Some graduate work; 6 = Master's degree; 7 = Post master's coursework; 8 = Doctorate

** Semester hours of credit

*** Level 1 = 1 - 10 hours during the past five years; level 2 = 11 - 20 hours; level 3 = more than 20 hours during the past five years.

hours of credit. Directors averaged 6 semester hours of coursework in early childhood administration. However, over one-third (38%) reported they had not had a single course relating to the administration of educational programs. Of those that had specialized training in program administration, 47% reported that their coursework was taken after they had assumed their role as director.

As a group, Illinois center directors are quite committed to early childhood education: 85% indicated that they intended to work in the field three years from now and 97% said they perceived their current work as "a career" as opposed to "just a job." The 103 directors in the follow-up survey were also asked if they would choose a career in early childhood education if they could do it all over again; 83% responded affirmatively.

Item analysis for the professional orientation scale for the entire sample is provided in Table 2. The level of professional orientation of Illinois directors is consistent with a national sample of directors (Jorde-Bloom, 1988). Not surprising, those directors exhibiting a strong professional orientation also had the highest levels of specialized training ($r = .42$, $p < .001$).

Content analysis of the open-ended question about directors' sources of satisfaction and frustration also confirmed previous research in the area of teacher work attitudes (Berk, 1985; Kontos & Stremmel, 1988; Jorde-Bloom, 1988c). Directors repeatedly noted that their primary sources of satisfaction were derived from their coworker relations and from the nature of the work itself. Specifically, they stressed the satisfaction that came from doing something "socially useful," and knowing that they were making a positive contribution to the lives of so many children and their parents. Additionally, directors commented on the general attributes of the director's job (e.g., autonomy and opportunities to learn new skills) that contributed to their satisfaction. The difficulty of finding qualified staff, uncooperative parents, and the paper work and time pressures inherent in the job were mentioned as leading sources of frustration along with the financial constraints of operating a program on a shoestring budget.

Table 2

Item Analysis of Directors' Professional Orientation (N = 990)

Item	f*	%
Enrolled in a college course for credit during previous year	322	33
Currently working toward degree	196	20
Perceive work as a career	960	97
Intend to work in ece 3 yrs from now	840	85
Spend more than 5 hrs/wk in unpaid professional activities	733	74
Belong to one or more professional organizations	704	71
Subscribe to one or more professional journals or magazines	758	77
Read five or more professional books during previous year	502	51
Wrote at least one advocacy letter during previous year	346	35
Attended at least two workshops or conferences during previous year	835	84
Gave one or more workshops during previous year	119	12
Published any books or articles on early childhood education	37	4

* indicates the number of individuals responding yes to this item

This study also sought to note differences in directors' level of education, specialized training, experience, and professional orientation that might be related to different center characteristics. Table 3 provides a frequency distribution of centers by program type and legal structure.

Across all background variables (education, specialized training in early childhood, specialized training in program administration, experience, and level of professional orientation) moderate but significant ($p < .001$) associations were noted with both center size and the total number of paid staff. Directors of larger programs had more formal education, specialized training, more years of experience, and a stronger professional orientation.

Significant differences in level of specialized training (early childhood and program administration) were also noted by program type. Directors of full-day programs had significantly higher levels of specialized training ($F = 30.76$, $p < .001$) than did directors of half-day programs. Likewise significant differences in directors' level of specialized training surfaced that related to the legal structure of centers ($F = 15.02$, $p < .01$). Directors of nonprofit programs receiving 50% or more of their funds from public revenue reported the highest levels of specialized training. The lowest levels of specialized training were reported for directors of for-profit, private proprietary programs.

Directors' and Experts' Ratings of Knowledge and Skill Areas

The second objective of this study was to assess how directors and national early childhood experts evaluate the importance of specific tasks associated with the director's role. Table 4 summarizes the mean scores for four task performance areas (organizational theory and leadership; child development and early childhood programming; legal and fiscal issues; and parent, board and community relations). It includes, as well, both directors' and experts' ratings of the 24 knowledge and skill items that comprise these four task performance areas.

Table 3

Distribution of Centers by Program Type and Legal Structure

	Entire Sample (N = 990)		Follow-up Sample (N = 103)	
	f*	%**	f*	%**
Program Type				
Half day program(s) only	415	42	39	38
Half day/full day combination	395	40	43	42
Full day program only	161	16	21	20
Other	19	2	--	--
Legal Structure				
For-profit private proprietary	216	22	21	20
For-profit corporation/franchise	84	8	6	6
Nonprofit - private	544	55	55	53
Nonprofit - public	146	15	21	20

* directors of multiple centers were recorded for only one site
** values rounded off

Table 4

Directors' and Experts' Ratings of Importance of Knowledge and Skill Areas

Item	Directors (N = 990) M	S.D.	Experts (N = 89) M	S.D.
Organizational Theory and Leadership	21.11	2.65	21.55	1.82
Skill in translating program goals into policies and procedures	3.61	.59	3.76	.46
Skill in identifying staffing needs and recruiting new personnel	3.73	.56	3.86	.35
Skill in training/supervising staff who have different levels of exp	3.67	.56	3.88	.36
Knowledge of different methods for evaluating program effectiveness	3.29	.68	3.21	.72
Skill in promoting positive interpersonal relationships among staff	3.62	.59	3.78	.44
Knowledge of how different leadership styles motivate staff	3.18	.74	3.06	.68
Child Development and Early Childhood Programming	21.81	2.35	21.58	2.31
Knowledge of the developmental growth patterns in young children	3.87	.41	3.92	.32
Skill in implementing a developmentally appropriate curriculum	3.83	.45	3.87	.34
Skill in arranging space and materials to support program goals	3.43	.65	3.54	.63
Skill in organizing and maintaining accurate student records	3.54	.64	3.45	.68
Skill in planning and implementing a sound nutritional program	3.43	.72	3.27	.76
Knowledge of first aid and emergency procedures	3.74	.51	3.64	.57
Legal and Fiscal Issues	19.23	3.41	20.02	3.00
Knowledge of federal, state, and local regulations governing centers	3.67	.59	3.80	.46
Skill in developing a budget and preparing financial reports	3.46	.68	3.70	.49
Knowledge of legal issues pertaining to child abuse	3.51	.67	3.64	.59
Knowledge of the different types of insurance coverage for centers	3.15	.79	3.16	.78
Knowledge of how to write proposals to secure funding	2.76	.94	2.66	.89
Knowledge of how to complete state and federal tax forms	2.77	1.02	3.06	.94
Parent, Board, and Community Relations	19.87	2.99	19.85	3.10
Skill in communicating program's philosophy to parents and community	3.76	.52	3.72	.50
Knowledge of the dif social and cultural backgrounds of family systems	3.18	.74	3.41	.64
Knowledge of how to refer children for special medical/social services	3.50	.63	3.35	.65
Knowledge of how to market a program to ensure maximum enrollments	3.28	.75	3.05	.81
Knowledge of different professional organizations related to ece	3.06	.77	3.29	.75
Knowledge of the legislative process regarding children's rights	3.09	.77	3.04	.83

As noted in this table, directors and experts concur on the rank ordering of the two most important task performance areas (child development/early childhood programming and organizational theory/ leadership). Directors and experts differ only slightly in their mean scores of the importance of legal/fiscal issues and board/parent/ community relations. These differences, however, were not statistically significant.

Mean scores for directors' and experts' ratings of the importance of each of the 24 knowledge and skill areas is also included in Table 4. As can be seen in the item analysis, there are only marginal differences between the ratings by directors and experts. Indeed, the most notable outcome of this analysis was the striking similarity in perceptions of the importance of the task performance areas that comprise the director's role. The largest discrepancy between directors and experts was for the category legal and fiscal issues (director's mean score was 19.23; expert's mean score was 20.02). The largest discrepancy between directors' and experts' ratings for the individual knowledge and skill items was for the item "knowledge of how to complete state and federal tax forms" (directors, M = 2.77; experts, M = 3.06).

Directors' and Experts Assessment of Current Requirements

Another objective of this study was to ascertain which knowledge and skill areas directors and experts felt should be prerequisites to assuming the role of center director. Table 5 summarizes the results of the data analysis regarding this question. Items where more than 50% of the respondents indicated affirmatively are indicated with an X.

As noted on this table, 50% or more of the directors felt that 16 of the 24 knowledge and skill areas should be required before an individual assumed the role of director. Experts, on the other hand, were more conservative in their evaluation of which knowledge and skill areas should be required as a prerequisite. Fifty percent or more of the experts felt that 12 of the 24 areas should be required. Directors, it seems, applied a more stringent standard with respect to requisite competence for the job of directing a center.

Table 5

Directors' and Experts' Ratings of the Knowledge and Skill Areas that Should be Required Before an Individual Assumes the Role of Center Director

Item	Directors (N = 990) Required	Experts (N = 89) Required
Organizational Theory and Leadership		
Skill in translating program goals into policies and procedures	X	X
Skill in identifying staffing needs and recruiting new personnel	X	X
Skill in training/supervising staff who have different levels of exp	X	X
Knowledge of different methods for evaluating program effectiveness	X	
Skill in promoting positive interpersonal relationships among staff	X	X
Knowledge of how different leadership styles motivate staff		
Child Development and Early Childhood Programming		
Knowledge of the developmental growth patterns in young children	X	X
Skill in implementing a developmentally appropriate curriculum	X	X
Skill in arranging space and materials to support program goals	X	X
Skill in organizing and maintaining accurate student records	X	
Skill in planning and implementing a sound nutritional program	X	
Knowledge of first aid and emergency procedures	X	X
Legal and Fiscal Issues		
Knowledge of federal, state, and local regulations governing centers	X	X
Skill in developing a budget and preparing financial reports	X	X
Knowledge of legal issues pertaining to child abuse	X	X
Knowledge of the different types of insurance coverage for centers		
Knowledge of how to write proposals to secure funding		
Knowledge of how to complete state and federal tax forms		
Parent, Board, and Community Relations		
Skill in communicating program's philosophy to parents and community	X	X
Knowledge of the dif social and cultural backgrounds of family systems		
Knowledge of how to refer children for special medical/social services	X	
Knowledge of how to market a program to ensure maximum enrollments		
Knowledge of different professional organizations related to ece		
Knowledge of the legislative process regarding children's rights		

In the individual interviews conducted during the second phase of this study, 80 of the 103 directors stated that they felt coursework in the administration and management of early childhood programs should be required as a prerequisite to being able to operate a center. These results are intriguing when viewed together with directors' and experts' responses to another question included on the survey. That question asked respondents to evaluate the appropriateness of current Illinois licensing standards with respect to director qualifications (which do not require demonstrated competence in program administration). Here, only 38% of the directors felt current licensing requirements were too lenient. On the other hand, fully 87% of the experts felt the current standards were too lenient. Table 6 summarizes directors' and experts' responses to this question.

Table 6

Directors' and Experts' Assessment of Current Licensing Requirements

Current requirements are...	Directors (N = 990) f	%	Experts (N = 89) f	%
Too stringent	91	9	-	-
Just right	485	49	11	12
Too lenient	376	38	77	87
No response	38	4	1	1

Directors' written comments with respect to this question shed some light on the apparent contradiction in their responses. Their answers tended to convey the economic realities of the field. One director who indicated that the current standards with respect to requisite director qualifications were "just right" summed up the sentiments of others responding similarly to this question. She said:

> "Until salaries match the amount of college already required, no new standards should be made. We all talk about professionalism in day care and preschools, but what about the poor salaries we're paid. Of course, we'd like to see requirements increased, but salaries will have to take a giant leap first. We can't require more education and experience, add more responsibility, and still pay people the same wages as McDonald's."

Almost 50% of the directors responded that the current requirements were "just right." For many, their responses detailed the harsh realities of trying to attract and retain current staff given the minimal qualifications that were already in place. For directors in this category, it is clear that most thought standards should reflect wages, and that minimum standards should be applied as long as minimum wages were paid.

Given the depressed condition of the market place for attracting and retaining qualified staff, it is perhaps surprising that over one-third (38%) of the directors felt that current requirements were too lenient. Their remarks centered on two areas that they felt were deficient in the current standards: the lack of documented experience before taking on the position and the absence of required coursework in program administration and management. The following comments capture the sentiments of directors who felt current requirements were too lenient:

> "I really struggled when I took on this job. I didn't know the first thing about finances or staff relations. I can't believe they trusted me enough to learn on the job. I wish I knew then what I know now. I know the program suffered at first. Now, I feel I'm an excellent director, but I've learned it the hard way. I still only have an AA degree, but given the responsibility that goes with this job, I think a master's degree should be required."

"In addition to classes in early childhood education, I feel strongly that directors should be required to take several courses in business administration. Having business skills is vital to success. I run a small business with a gross income of over one-half million."

Many of the directors in the follow-up interviews expressed their concern that current standards for the position created an image for the public that the job was unimportant. As one director stated:

"I think current requirements to run a center are an insult to the level of professionalism I feel about my job. I know teaching certificates don't guarantee quality, but they go a long way toward promoting a professional image."

The few directors (9%) who felt current requirements were too stringent focused on the intangible competencies (mostly attitudes and dispositions) that are needed to be an effective early childhood director. Most in this group felt that nurturing personalities and quality interactions could not be measured by standards. One director summed it up when she said:

"A college degree does not always bring with it common sense, integrity, responsibility, love, and understanding. If teachers really love children, they will continue learning and growing and do what is best for children."

A further analysis of responses to the question regarding current licensing standards provided some insights into the nature of responses. ANOVA procedures were employed to determine if there were statistically significant differences in respondents' answers regarding the appropriateness of current standards that related to the individual's educational background. Str ıg differences were noted ($F = 48.51$, $p < .001$). Those individuals that had achieved a higher level of education tended to assess current regulations as "too lenient." There were exceptions to the rule: The following director had only a small number of college credits:

"I used to think a director could learn all she needed to kno· king workshops. I don't think that's true any more. Run...ıg a center now is more difficult than it used to be. Children and families have so many more problems now. I think getting a degree would not only help me know how to help these families better, but it would give me more confidence in myself. The problem is that I don't make enough to go back to school.

ANOVA procedures also revealed statistically significant differences in responses to the question about current licensing standards that related to the legal structure of the director's center. Those in nonprofit programs tended to view current requirements as too lenient when compared to directors of for-profit programs ($F = 15.52$, $p < .001$).

On the issue of evaluating current requirements, experts in the field tended to be less equivocal. None felt that the current Illinois standards were too stringent and only 12% felt they were just Many in this category responded like the following:

> "Realistically the requirements are just right but professionally they are too lenient...I hope that most centers know that licensing requirements are a minimum."

Fully 87% of the experts responding to the survey indicated the current standards regarding director qualifications were too lenient.

> "We need directors with a deep understanding of young children and their parents, and with sophistication and skill in human relations....The requirements sound find for teachers, but more should be required of directors."

Generally most experts felt that a baccalaureate degree in early childhood should be required. Many advocated a minimum of 32 semester hours of coursework in child development and early childhood education including a supervised student teaching placement. Virtually all experts stressed the importance of previous experience (two or more years) and coursework in supervision, financial management, communication, and organizational theory. Many experts also emphasized the importance of documented on-going training of 40 hours or more a year once the director assumed the position.

Both directors and leaders in the field are evenly divided in their opinions about how program size should affect requisite qualifications for directors. Many feel strongly that the principles of management are the same for different sized centers; it is only the scope of job that needs to be done that varies. Others, however, believe that the higher level of managerial skills required to effectively administrate a large center should necessitate more formal

training as a prerequisite for the position. They state that organizing, planning, delegating, and supervising others becomes more important in a large center. So, too, are the consequences of poor leadership. One expert pointed out that this may be one way to differentiate career ladder steps within the category of center director. Experience administrating a small center (less than 25 children, for example) could serve as training ground for administrating a large center.

The Training Needs of Directors

Directors were asked to assess their present level of knowledge and skill in 24 areas using a Likert-type scale from 1 ("I have no knowledge or skill in this area") to 4 ("I feel extremely competent and knowledgeable in this area"). Over one-half of the directors rated themselves as extremely knowledgeable in the following four areas:

- knowledge of developmental growth patterns in young children
- skill in implementing a developmentally appropriate curriculum
- skill in organizing and maintaining accurate student records
- skill in communicating program philosophy to parents/community

Totals were generated for each of the four task performance areas that comprise the director's role. Table 7 presents the means and standard deviations of the directors' ratings of their present level of knowledge and skill in in each area. As is noted on this table, directors felt most competent in the area of child development and early childhood programming and least competent in the area of legal and fiscal issues.

It is perhaps not surprising that directors with more specialized coursework in early childhood education and program administration perceived themselves as more competent in the knowledge and skill areas included on the questionnaire ($r = .30$, $p < .001$). To a lesser extent, there was also a positive association between total perceived competence and experience as a director ($r = .19$, $p < .001$). Interestingly, however, director's level of formal education (degree level achieved) did not show a significant association with perceived level of competence in the knowledge and skill areas indicated ($r = .08$).

Table 7

Directors' Discrepancy Score for Each Task Performance Area

	Importance		Present level		Discrepancy	
	M	S.D.	M	S.D.	M	S.D.
Organization/Leadership	21.11	2.65	18.25	3.01	2.85	3.18
Child Dev/ECE Programming	21.81	2.35	20.56	2.52	1.25	2.43
Legal and Fiscal Issues	19.32	3.41	15.64	3.42	3.68	3.72
Parent/Board/Comm Relations	19.87	2.99	17.77	3.00	2.10	3.02

A discrepancy scored was computed for each director. This discrepancy score represents the difference between directors' current level of expertise in an area and his/her assessment of the importance of that area. This methodology has been used in other studies to derive a meaningful self-assessment of the individuals need for training in each area (Texas Department of Human Resources, 1977). Table 7 presents the findings of this analysis. The two areas in which directors noted they needed the most additional training and support (i.e. high discrepancy scores) were in legal and fiscal issues and organizational theory and leadership. Content analysis of the 24 knowledge and skill areas revealed the following nine items as having the highest discrepancy scores:

- knowledge of how to write proposals to secure funding
- knowledge of different types of insurance coverage for centers
- knowledge of how to complete state and federal tax forms
- knowledge of the legislative process/children's rights
- skill in identifying staffing needs and recruiting personnel
- knowledge of legal issues pertaining to child abuse
- skill in supervising staff with different levels of experience
- skill in developing a budget and preparing financial reports
- knowledge of methods for evaluating program effectiveness

Responses to the open-ended question on the survey asking directors which areas they feel they would benefit from additional training generally confirmed the results of the item analysis. Directors did, however, mention a few areas that were not included in the list of 24 knowledge and skill areas. The most frequently mentioned were:

- ability to identify and cope with job stress
- time management
- ways to reduce paper work and streamline program procedures
- administrative software and its applications
- how to get and keep parents involved
- skill in delegating
- conflict resolution

Finally, in the interviews during the second phase of this study, directors were asked if they would take advantage of training offered by DCFS on administrative issues should it be offered in the future; 87% responded affirmatively.

Directors' Qualifications and Program Quality

The final objective of this study was to access the relationship between director's qualifications and several indices of program quality. Qualifications were viewed from several perspectives: level of formal education (from high school degree to doctorate); years experience as a director; specialized coursework in early childhood education (both at the pre-primary and the primary level); specialized coursework in program administration (specifically related to early childhood education and also general business management); and in-service training in early childhood education as well as program administration. Additionally, a total score for training was computed. This total training score reflected a composite of both formal coursework and in-service training.

Quality was also viewed from several perspectives: program quality as measured by the Early Childhood Classroom Observation Scale (Bredekamp, 1986); organizational climate as measured by the short form of the Early Childhood Work Environment Survey (Jorde-Bloom, 1989); and the professional orientation of the center (Jorde-Bloom, 1988b).

Table 8 provides means and standard deviations for the background characteristics of the 103 directors included in this phase of the study. Table 9 presents the means and standard deviations for center characteristics and the three indices of program quality. Table 10 provides the Pearson Product-Moment correlations for key variables assessed in this part of the study.

As the results of the data analysis confirm, there is a highly significant association between director's level of education and overall program quality ($r = .42$, $p < .001$). Specialized coursework in early childhood education (both pre-primary and primary) and early childhood program administration also showed significant ($p < .01$) associations with overall program quality. Level of education, as well, showed a strong statistically significant association with the center's professional orientation ($r = .36$, $p < .001$) and to a lesser degree with overall organizational climate ($r = .17$, $p < .05$). Specialized coursework in pre-primary early childhood education and early childhood program administration demonstrated significant positive associations with center's level of professional orientation ($p < .01$). In-service training in early childhood program administration but not child development showed a statistically significant positive relationship with the center's professional orientation ($r = .36$, $p < .001$).

In the table summarizing the correlations, it is useful to note not only those variables that demonstrated expected linear associations, but also those that did not. Specialized coursework in general business management was not associated with either program quality or organizational climate but did achieve a statistically significant association ($r = .22$, $p < .01$) with the center's level of professional orientation.

It was also interesting to note that neither experience nor training demonstrated a strong association with the center's overall organizational climate. These results were curious since organizational climate did show a significant association with both program quality ($r = .29$, $p < .001$) and the professional orientation of the center ($r = .38$, $p < .001$). It could that the leadership

Table 8

Means, Standard Deviations, and Range of Scores for Director Background Characteristics -- Follow-up Sample (N = 103)

Variable	M	S.D.	Actual Range
Age	40.51	9.68	22 - 66
Education level*	4.62	1.52	2 - 7
Specialized coursework**			
pre-primary ece/ch dev	30.50	22.12	0 - 150
primary ece	16.98	17.53	0 - 60
ece admin/management	5.55	7.55	0 - 60
general business	4.84	9.82	0 - 60
In-service training***			
ece/child development	38.67	40.17	0 - 300
administration/management	43.99	47.06	0 - 300
Experience			
years classroom teacher	5.44	4.41	0 - 23
years as director	5.87	4.47	0 - 20
years in current position	4.79	4.17	0 - 20
Professional orientation	9.59	3.35	3 - 19

* Education level 1 = High school diploma; 2 = Some college; 3 = Associate degree; 4 = Bachelor's degree; 5 = Some graduate work; 6 = Master's degree; 7 = Post master's coursework; 8 = Doctorate

** Semester hours of credit

*** Hours attended during the previous three years

Table 9

Means, Standard Deviations, and Range of Scores for Center Enrollment, Total Staff, Program Quality, Organizational Climate, and Professional Orientation of the Center (N = 103)

Variable	M	S. D.	Possible Range	Actual Range
Size (total enrollment)	101.35	77.52	-- --	20 - 600
Total Staff	13.88	9.97	-- --	2 - 51
Program Quality	186.38	34.28	58 - 232	77 - 230
teacher/child interactions	36.28	7.95	11 - 44	11 - 44
curriculum	44.81	11.35	15 - 60	16 - 60
health/safety/nutrition	58.52	8.37	17 - 68	31 - 68
physical environment	47.11	9.51	15 - 60	18 - 60
Organizational Climate*	82.31	9.42	0 - 100	50 - 99
Professional Orientation (center)*	9.17	2.55	0 - 15	3 - 13

* The center (N = 103) was the unit of analysis in assessing this variable. Scores were based on a total of 1,372 responses.

Table 10

Correlations Between Directors' Education, Experience, and Training and Three Indices of Center Quality (N = 103)

	Program Quality	Organizational Climate	Professional Orientation
Education level	.42***	.17*	.36***
Experience	.20*	-.14	.13
Specialized coursework			
in ece (pre-primary)	.29**	.10	.35***
in ece (primary)	.22**	.08	.04
in ece program admin	.26**	.10	.22**
in general bus admin	-.07	.04	.22**
In-service training			
in child dev/ece	-.05	.09	.09
in ece program admin	.19*	.08	.36***
Total training	.37***	.12	.45***
in child dev/ece	.31***	.08	.22**
in admin/management	.28**	.09	.48***

* $p < .05$
** $p < .01$
*** $p < .001$

behaviors that contribute to employees' positive perceptions of their work have more to do with stable personality characteristics than they do behaviors that are modified by education, experience, or training. It may also be that the summary score for overall climate masked the variation in dimensions. It is possible, for example, that experience and training might be highly associated with certain dimensions of organizational climate (e.g. decision-making) and not others. Additional analysis is needed to ascertain distinctions among dimensions. Other variables, as well, may exert a moderating effect on employees' perceptions of organizational climate. There is some evidence to support this contention. In this study, for example, there was a statistically significant negative correlation between center size and organizational climate ($r = -.29$, $p < .01$). Additional research is needed to confirm just how program size might effect outcomes such as center quality.

Multiple regression analysis, by taking into account patterns of intercorrelations among the independent variables, selects the combination of predictor variables which accounts for the greatest amount of variation in the dependent variable. Regression analysis was particularly important in this study since it was assumed there would be some collinearity among the independent variables. Table 11 reports the results of applying stepwise multiple regression procedures to the data with overall program quality serving as the criterion variable. Three variables (level of education, legal structure, and director's level of professional orientation) accounted for 33% of the variance in program quality ($F = 15.37$, $p < .0001$).

One way analysis of variance procedures were conducted to further understand the effects of legal structure on indices of program quality. The results of the ANOVA demonstrated strong statistically significant differences in overall program quality that related to legal structure ($F = 19.25$, $p < 001$). Nonprofit programs consistently ranked higher in program quality ($M = 194.72$, s.d. 28.47) than did for-profit programs ($M = 163.70$, s.d. 38.55). Similar differences that related to legal structure were also noted for the center's level of professional orientation ($F = 32.85$, $p < .001$) and their overall organizational climate ($F = 7.09$, $p < .01$).

Table 11

Stepwise Multiple Regression of Independent Variables on Program Quality

Independent Variables	b	beta	standard error b	Multiple R	R Square	Adjusted R Square	t	Significance
1. education	6.43	.28	2.24	.47	.22	.21	2.87	.005
2. legal structure	18.76	.30	5.86	.55	.30	.28	3.19	.002
3. professional orientation (ind)	2.61	.24	.99	.59	.35	.33	2.62	.01
						Total Equation F =	15.37 *	

* $p < .001$

CHAPTER III

MOVING FORWARD

The central issue in the debate about requisite qualifications focuses on the amount and content of formal training and experience that should be required before an individual assumes the role of center director and how much in-service training should be required each year once the director is on the job. This chapter looks at the issue from a larger social and public policy perspective. It first provides a rationale for increasing requisite qualifications. It then looks at the many obstacles to change, addressing the social, economic, and political barriers that work against strengthening requirements. Finally, it zeros in on Illinois, looking at inequities in the current regulatory system and providing guidelines for change.

Making a Case for Increasing Requisite Qualifications

When compared to other human service professions, current regulations governing qualifications for child care center directors are at best at a paraprofessional level. Moreover, standards are often vague and unevenly enforced. There is, however, a growing consensus that requisite qualifications for directors should be strengthened. Such sentiments come from professional associations promoting increased professionalism, experts in the field who see the programmatic effects of poor center leadership, and from practitioners themselves, those directors who day-to-day must cope with the demands of the job.

The National Association for the Education of Young Children (1984a, 1984b) recommends that center directors (early childhood specialists) should have a baccalaureate degree in early childhood education/child development and at least three years of full-time teaching experience with young children and/or a graduate degree in early childhood/child development. The competencies noted for the early childhood specialist highlight expertise in the supervision of adults and staff development. NAEYC recommends that this expertise be obtained through specific course work within a baccalaureate program or through additional training and experience beyond the baccalaureate

degree. NAEYC's teacher education guidelines for colleges offering early childhood degrees (1982) also include standards addressing other administrative competencies such as program evaluation, community relations, and public policy.

In the criteria set forth for voluntary center accreditation (NAEYC, 1984a), the National Association for the Education of Young Children also recommends that the chief administrative officer of a center have training and/or experience in business administration. The chief administrative officer may or may not be the same person serving as early childhood specialist overseeing the educational program.

Leaders in the field, those individuals who have taken an active role in shaping social and public policy in early childhood education, are also becoming more vocal about the need to increase requisite qualifications for directors. In this study, 87% of the national experts responding felt current Illinois standards detailing director qualifications were too lenient. Most felt center directors should have specialized coursework in program administration along with a degree in early childhood/child development and related teaching experience before assuming the directorship role.

Many of these experts felt the skill and knowledge of the director was the most important ingredient in creating and maintaining a quality program for children. They also felt that child care administrators require a specialized curriculum which emphasizes management and leadership skills within the context of their professional interest. Thus, the importance of on-going in-service training was mentioned as an essential component of any standards promulgated to regulate director qualifications.

The rationale for increasing minimum standards is based in large part on what these experts perceive to be the increased complexity of the director's role and the potential risk to clients (children and parents) if responsibilities are not carried out in a highly professional manner. They cite, for example, the array of complex

legal issues related to child abuse, infectious disease control, and insurance liability that did not confront directors just a decade ago. The knowledge and skills needed to tackle these potential problems does not always come from experience.

From the experts feedback, two areas surfaced as being most critical for specialized training: financial management and staff management. Several experts noted that assuring the financial stability of a program in an era of dwindling governmental resources means that the director needs a unique set of fiscal management skills that cannot come from experience alone.

Most frequently mentioned, however, was the changing nature of the director's job in recruiting and training staff. With more opportunities for women in other fields, the pool of qualified personnel is becoming increasing competitive. This coupled with the low wages that most caregiver/teacher positions command, almost guarantees both higher numbers of untrained staff applying for positions and a continued high turnover rate among staff (Galinsky, 1989). Thus the director's skill in staff development is paramount to maintaining program continuity and assuring that quality care is provided. These skills can only be crafted through formal training and on-the-job experience.

One surprising finding that surfaced in this study was that center directors actually out-scored the experts in the number of knowledge and skill areas they felt an individual should demonstrate competence in before assuming the position. Given the nature of their responses to the open-ended questions, it appears that directors are in closer touch with the real life demands of the job -- those knowledge and skill areas that are needed for survival.

Directors and experts differed, however, in the level of formal training that should be required as a prerequisite to assuming the position. Still, more than a third of the directors felt the current Illinois state standards requiring two years of college with 18 semester hours of coursework in child development/early childhood

education provided insufficient preparation for the role. Many noted that their lack of training lessened their effectiveness in relating to the outside world. As a consequence, they felt ill equipped to perform many facets of their jobs.

The importance of experience cannot be minimized. In the present study, experts and practitioners agreed that experience working with children is essential before one assumes the role of director. The only dissension came from a some directors (typically those without formal credentials) who felt that experience should be an acceptable substitute for formal training.

There is some precedent for this position. In the past, states have often equated a year of experience with a year of college. Research has shown, however, that education in early childhood or child development has a far stronger impact on teacher's behavior and on children's achievement than does years of experience (Roupp, et al., 1977). The results of this study confirm that proposition. Director's formal level of education surfaced as the strongest predictor of program quality. As well, specialized training in early childhood and program administration showed stronger associations with both program quality and professional orientation of the center than did years of experience. Berk (1985) believes that practical experiences may be effective only in the context of a broad-based formal educational program which serves as the necessary foundation for programmatic endeavors. The results of this study would support that contention.

Powell and Stremmel (1988) also believe that child care experience should not a substitute for formal child-related training in developing a professional orientation to career development. They argue that training and experience are not interchangeable. In their study, they found that college-level training but not work experience was a good predictor of professionally-oriented career development patterns. The results of this study confirm that conclusion. Individuals with higher levels of formal education (and specialized training) consistently demonstrated a stronger professional

orientation. Their programs also reflected this by engaging in more activities indicative of a professional orientation. Formal training within an accredited college program clearly ties individuals into a traditional network of professional development. This link may in itself help improve the stature and professional image of directors and the workers they supervise.

What about in-service training? Austin (1981) emphasizes that in-service training should never be viewed as the vehicle for achieving initial requisite competencies. He states, "Far from being helpful, it serves to maintain the child care worker in her lowly status by providing those in power with the useful argument that child care workers do not need to have degrees to be effective" (p. 251). The results of this study provide support for this argument. In-service training did not show the same powerful associations with program quality as did specialized coursework or overall level of formal education. In-service training was useful, however, in helping directors achieve many specific skills needed for their jobs. It also seemed to contribute more powerfully to directors' own ratings of their achieved level of competence in performing their administrative tasks than did their level of formal education.

These are subtle distinctions that merit further investigation. Vander Ven's (1985) discussion of the difference between education and training may provide a springboard for analysis. Many of the knowledge and skill areas detailed on the self-assessment portion of the survey used in this study, for example, can be easily achieved through in-service training. Mastery of these skills can contribute to the director's day to day sense of competence on the job. But the overarching educational principles that provide the foundation for critical thinking and problem solving mature slowly through an individual's educational program of study. These principles cannot be achieved in a one-shot, four-hour training session. The results of this study suggest that these are the administrative competencies that ultimately promote long-term program quality.

Obstacles to Change

If early childhood professional associations, leaders in the field, and a solid number of practitioners support increased qualifications for center directors, why hasn't there been more momentum in this direction? What are the obstacles to increasing present standards at the state level? And why hasn't the federal government taken a more aggressive role in establishing minimum and optimum criteria for staffing programs?

Certainly the push to strengthen requisite qualifications for child care personnel is not new. During the past decade, many leaders in the field have argued for more rigorous standards. Most experts in the field agree there is inertia in this area because of a number of economic and social considerations.

First, the link between salaries and educational qualifications is clear. The short-term impact of raising qualifications for directors (or for teaching staff) would be to exacerbate an already untenable labor pool situation. Finding and retaining well-qualified staff at all levels is a serious problem for many programs (Galinsky, 1989). Simply put, highly trained individuals command higher salaries and have greater options both in the field and outside early childhood education.

The economic consequences of raising standards in most other industries results in a higher-priced product, the cost of which is either absorbed in company profits or passed on to the consumer. They same rules do not apply to early childhood education. Parents (consumers) cannot shoulder increased program costs. In the for-profit sector, the profit margin is already a lean one (if one exists at all) and center operators claim they cannot absorb the added costs that would be associated with higher salaries without sacrificing quality in other areas. Nonprofit programs which rely on state and federal subsidies have had to cope with shrinking government revenues in recent years. Unless a major shift in priorities occurs, these programs would also not be able to absorb the costs associated with increased standards.

Indeed, because of difficulty finding qualified staff at current salaries, there has been a push from some in the field to lower or eliminate existing standards as they relate to personnel qualifications. Early childhood leaders counter by saying that reducing standards is a short term solution that would have unintended long-term consequences in deteriorated program quality.

But economic factors are not the only obstacles to attracting and maintaining competent staff. Certainly there are many individuals who accept lower pay as a trade off for a rewarding, high status positions. Most commentaries on the status of the early childhood profession (Benson, 1985; Jorde, 1982; Modigliani, 1986, 1988; Smith, 1986; Spodek, Saracho, & Peters, 1988; Willer, 1987; Zinsser, 1986) agree that the devaluing by society of the work related to young children contributes to the low status of workers and consequently to their lower wages. These interlocking factors work against raising qualifications for any segment of the child care work force.

But as some early childhood advocates argue, improving qualifications may be the best way of improving salaries and increasing professionalism in the field. Differentiated staffing models with salary scales that reflect different levels of training and work experience have helped improve the status of workers in other occupations. There is some support in the research that this may be an effective strategy. In their study assessing correlates of program quality, Howes, Pettygrove, and Whitebook (1987) found that programs committed to better funding for teaching and administrative staff did not report as many problems in recruitment and retention. A recent survey of programs which have implemented strategies to raise salaries also reveals that this may be an effective method of reducing turnover and ensuring program stability (Whitebook, Pemberton, Lombardi, Galinsky, Bellm, & Fillinger, 1988).

To minimize the economic disequilibrium and labor shortages that would result from increasing requisite qualifications for directors, it is important that changes in state standards be accompanied with sufficient funding for implementing a loan forgiveness program for

students pursuing degrees, targeted scholarship money for low income students, and improved access to administrative training. These opportunities should be made available to current directors who wish to upgrade their knowledge and skills as well as to teachers who wish to pursue career advancement.

While this modest proposal in itself will not assure higher salaries for early childhood workers, it will at least ease the financial burden associated with pursuing additional training and education. It would also begin to attract a wider pool of qualified candidates to the position instead of limiting participation in the field to those most able to afford the financial sacrifice. Most important, however, it would help change the image of the state licensing agency from being a punitive, regulatory agency to that of being a supportive, technical assistance agency.

In sum, increasing requisite director qualifications at the state level is a very cost effective way for state licensing agencies to impact the quality of program services. In the long run, it may even have the ancillary effect of decreasing the need for regulations governing other aspects of the program.

But what about the federal government? What are the roadblocks to ensuring greater uniformity in standards all around the country? The issue of the federal government's role in advocating for clear minimum (and optimum) standards for child care programs has emerged as one of the most important and controversial social policy issues facing the country this decade (Kahn & Kamerman, 1987; Kendall & Walker, 1984; Morgan, 1984; Phillips & Zigler, 1987; Weintraub & Furman, 1987; Willer, 1987). Standards regarding minimum personnel requirements for staff working with young children are enmeshed in broader public policy questions of whether or not the federal government should be in the business of promulgating any standards for the center-based care of children.

Space does not permit tracing the historical antecedents that have contributed to the current impasse, but it is important to note

that at the very time when child care needs escalated in this country, a policy trend toward decentralized and deregulated governmental involvement occurred. That is not to say that child care advocates should stop speaking out about the need for the Federal government to take a proactive stance in ensuring that a floor of quality be guaranteed for every child attending an early childhood program in this country. To the contrary. Policy makers and the public at large need to be educated that federal standards will help improve the disparity that currently exists between states. But they also need to be educated that minimum standards only provide assurance that children are not exposed to detrimental care; they do not ensure that high quality care is being provided.

If federal policy is to become the standard-bearer of quality, policy makers must make a conceptual leap from initiating policies that merely protect children from harm, to those that advance children's developmental needs. With this in mind, current strategies based on punitive, mandatory regulations may not be the most effective approach to achieving this goal. An incentive model, for example, may ultimately advance child welfare goals more than some current strategies based on punitive standards. Under such an approach some federal funds might be set aside for states whose regulations meet a subset of optimum guidelines (Phillips & Zigler, 1987). Incentive models may also be more compatible with a philosophical orientation that supports states rights and deregulation.

Future Directions for Illinois

Despite amassing evidence in the research literature about the crucial impact of caregivers on children's development in their early years, requirements for child care personnel in Illinois are not specifically and uniformly regulated in the same manner as professional entry into more formal educational settings for children. State requirements for child care personnel are critical because they have an direct impact on the preparation of workers. And in a number of ways the current regulatory system in Illinois promotes inequities.

These inequities are due in large part to the fact that the regulation of child care programs falls under the auspices of the Illinois Department of Children and Family Services (DCFS) while the regulation of children in formal educational settings (predominantly public schools) falls under the purview of the Illinois State Board of Education (ISBE). These two administrative agencies have historical traditions grounded in two contrasting philosophical orientations -- one a child welfare/social service orientation, the other an educational orientation. The result is sharply contrasting standards for professional entry and licensure. Two examples illustrate this point:

Illinois currently has over 100 school districts with less than 200 children enrolled in the district. (Over 50 of these districts, in fact, have a total enrollment of under 100 children.) The superintendents who administrate these districts must meet all the state certification requirements for supervisory personnel. At a minimum, that translates to a master's degree plus 30 additional semester hours of coursework in educational administration. Across the state, there are many directors of early childhood programs who have as administratively demanding positions as these superintendents. In the sample of directors included in this study, for example, one-fourth of the directors administrated centers where the enrollment exceeded 100 children. And many of these directors administrate multiple sites with multiple funding sources.

Even within the field of early childhood education, current regulations promote inequities. Illinois has promulgated a separate set of standards for early childhood personnel working in prekindergarten programs under the auspices of the public schools. These requirements are tied to early childhood teacher certification. At a minimum this means a baccalaureate degree and 32 semester hours of specialized coursework in child development/early childhood education, including a supervised student teaching practicuum. These standards have been forcefully advocated for by early childhood educators who understand the importance of having highly training individuals work with the youngest children in our educational system.

How can we say that our children who attend prekindergarten programs outside the public school system deserve less?

The ramifications of these inequities are far-reaching. Indeed, it appears we are is at risk of developing a two-tiered system of early childhood educators in the state. Motivated by higher salaries, more attractive benefits, and better working conditions, the best and the brightest early childhood educators are being lured into the public school system. The significant differences in salaries and status accorded to those working for public schools exacerbates the problem of staff turnover and compromises program quality in nonpublic prekindergarten programs.

Disparities in requisite qualifications should be eliminated not only because of the status differential promoted within the educational system, but also for the status differential communicated to the public at large. In other words, high standards for staff training and qualifications are important both to protect against poor practices, and for the strong message they convey to the public about the importance of the role.

While it is clear that existing state requirements for minimum qualifications do not yet reflect the importance of the director's role, current trends in Illinois provide promise. There is definitely a move in the state toward greater professionalization. Directors are achieving higher education levels and utilizing training opportunities to increase their expertise in program administration.

The task ahead for the Illinois Department of Children and Family Services is to make decisions as to what constitutes generic knowledge and skills for the administrative role and the minimum level at which these could be acquired. Decisions about individuals who currently hold positions and do not meet new requisite qualifications would also have to be made. Sufficient technical and financial support would be crucial.

The guidelines developed by the National Association for the Education of Young Children provide a good starting point for the discussion on what constitutes desired levels of training and experience for individuals holding different positions in early childhood education. At the level of center director (early childhood specialist) this would entail three years of experience working with young children, a baccalaureate degree in child development/early childhood education, and approximately 12 semester hours of credit in program administration. The results of this study suggest that about 15 - 20% of the state's licensed center directors would currently meet these higher standards.

The NAEYC model is a good one because it takes a career ladder approach to professional development, providing a sound rationale for minimum qualifications at each level. This model also recognizes that standards cannot be implemented for only one level (e.g., directors) without taking into consideration the impact on other levels of the career ladder. Thus adjustments in minimum requirements for all levels is recommended.

Conclusion

In any public policy debate where the issues are complex, achieving consensus on possible directions for change is not easily accomplished. So it is with the issues surrounding the qualifications of early childhood center directors. This report has provided a rationale for increasing the requisite skill and knowledge base of center directors. It has also detailed the economic and social ramifications of implementing such policies. Just how Illinois responds will not only impact the quality of program services provided in the future, but the ability of the field to attract and retain competent and dedicated professionals.

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Distribution of Centers by Zip Code

VALUE	FREQ	PCT	CUM PCT	VALUE	FREQ	PCT	CUM PCT	VALUE	FREQ	PCT	CUM PCT
60004	1	0	0	60181	4	0	21	60613	1	0	39
60005	1	0	0	60187	2	0	21	60614	6	1	39
60007	4	0	1	60190	1	0	21	60615	3	0	40
60008	1	0	1	60191	2	0	21	60616	4	0	40
60010	2	0	1	60193	2	0	22	60617	3	0	40
60011	1	0	1	60194	5	1	22	60618	3	0	41
60013	1	0	1	60195	4	0	22	60620	4	0	41
60014	4	0	2	60201	9	1	23	60622	4	0	41
60015	5	1	2	60202	4	0	24	60623	2	0	42
60016	2	0	2	60301	1	0	24	60624	1	0	42
60020	2	0	2	60302	7	1	25	60625	3	0	42
60022	2	0	3	60305	3	0	25	60626	6	1	43
60025	6	1	3	60321	2	0	25	60629	3	0	43
60030	4	0	4	60401	1	0	25	60631	1	0	43
60031	1	0	4	60402	1	0	25	60632	1	0	43
60035	7	1	5	60406	1	0	25	60634	2	0	43
60040	1	0	5	60411	4	0	26	60635	1	0	43
60041	2	0	5	60416	2	0	26	60637	4	0	44
60045	5	1	5	60417	3	0	26	60638	2	0	44
60046	1	0	5	60421	2	0	27	60639	2	0	44
60048	2	0	6	60422	2	0	27	60640	5	1	45
60056	3	0	6	60426	1	0	27	60641	3	0	45
60060	3	0	6	60430	1	0	27	60643	4	0	46
60062	5	1	7	60435	7	1	28	60644	2	0	46
60067	7	1	8	60436	1	0	28	60645	5	1	46
60068	8	1	8	60438	5	1	28	60646	3	0	47
60070	6	1	9	60439	2	0	29	60647	1	0	47
60073	2	0	9	60441	1	0	29	60648	4	0	47
60076	5	1	10	60442	1	0	29	60649	6	1	48
60077	4	0	10	60443	2	0	29	60652	4	0	48
60084	2	0	10	60448	1	0	29	60655	2	0	48
60085	2	0	11	60450	2	0	29	60656	2	0	49
60087	3	0	11	60451	5	1	30	60657	5	1	49
60088	1	0	11	60452	5	1	30	60659	6	1	50
60089	1	0	11	60463	3	0	31	60660	1	0	50
60091	4	0	11	60464	2	0	31	60695	1	0	50
60093	7	1	12	60465	1	0	31	60901	5	1	50
60098	1	0	12	60466	9	1	32	60913	1	0	50
60099	1	0	12	60473	1	0	32	60922	1	0	51
60101	2	0	13	60477	4	0	32	60942	1	0	51
60102	1	0	13	60501	1	0	32	60968	1	0	51
60103	1	0	13	60502	2	0	33	60970	2	0	51
60108	3	0	13	60505	1	0	33	60973	1	0	51
60110	3	0	13	60506	1	0	33	61008	2	0	51
60115	5	1	14	60510	4	0	33	61010	3	0	52
60118	1	0	14	60513	1	0	33	61016	1	0	52
60120	4	0	14	60514	1	0	34	61018	1	0	52
60123	5	1	15	60515	1	0	34	61021	1	0	52
60126	6	1	16	60516	1	0	34	61032	5	1	52
60128	1	0	16	60517	1	0	34	61036	2	0	53
60130	1	0	16	60521	8	1	35	61045	2	0	53
60131	3	0	16	60525	3	0	35	61054	2	0	53
60134	5	1	17	60534	1	0	35	61061	1	0	53
60135	1	0	17	60538	4	0	35	61063	1	0	53
60137	7	1	17	60540	4	0	36	61065	4	0	54
60139	3	0	18	60542	4	0	36	61071	2	0	54
60148	7	1	19	60546	1	0	36	61072	1	0	54
60150	3	0	19	60558	4	0	37	61074	2	0	54
60152	1	0	19	60559	5	1	37	61081	3	0	54
60153	1	0	19	60607	3	0	38	61085	1	0	55
60160	1	0	19	60608	2	0	38	61088	1	0	55
60163	2	0	19	60609	3	0	38	61101	1	0	55
60174	6	1	20	60610	1	0	38	61102	4	0	55
60177	1	0	20	60611	1	0	38	61103	2	0	55
60178	3	0	20	60612	1	0	38	61104	2	0	56

Distribution of Centers by Zip Code (cont'd)

VALUE	FREQ	PCT	CUM PCT	VALUE	FREQ	PCT	CUM PCT	VALUE	FREQ	PCT	CUM PCT
61107	6	1	56	61723	2	0	71	62449	2	0	85
61108	4	0	57	61724	2	0	71	62450	5	1	85
61109	2	0	57	61727	1	0	71	62451	2	0	86
61111	7	1	58	61739	2	0	72	62454	1	0	86
61201	3	0	58	61744	1	0	72	62458	1	0	86
61233	1	0	58	61761	7	1	72	62468	3	0	86
61238	1	0	58	61801	4	0	73	62471	1	0	86
61244	2	0	58	61814	1	0	73	62513	1	0	86
61254	1	0	58	61817	2	0	73	62521	5	1	87
61265	6	1	59	61820	3	0	74	62522	6	1	87
61270	1	0	59	61821	6	1	74	62526	3	0	88
61273	2	0	59	61832	6	1	75	62537	1	0	88
61275	1	0	59	61834	1	0	75	62547	1	0	88
61277	2	0	60	61849	2	0	75	62550	1	0	88
61279	2	0	60	61853	3	0	75	62551	1	0	88
61281	1	0	60	61876	1	0	75	62554	1	0	88
61301	1	0	60	61920	1	0	76	62557	1	0	88
61326	1	0	60	61938	2	0	76	62565	2	0	89
61337	1	0	60	61943	1	0	76	62567	2	0	89
61342	3	0	61	61944	1	0	76	62568	3	0	89
61348	2	0	61	61951	1	0	76	62573	1	0	89
61356	4	0	61	61953	1	0	76	62615	1	0	89
61364	1	0	61	62002	5	1	77	62626	3	0	90
61377	1	0	61	62014	2	0	77	62629	1	0	90
61401	2	0	62	62025	1	0	77	62635	1	0	90
61402	1	0	62	62026	1	0	77	62650	5	1	90
61422	1	0	62	62033	1	0	77	62675	4	0	91
61423	2	0	62	62040	2	0	77	62684	3	0	91
61427	2	0	62	62047	1	0	78	62690	4	0	92
61432	1	0	62	62052	2	0	78	62702	7	1	92
61447	1	0	62	62056	2	0	78	62703	3	0	93
61455	9	1	63	62084	2	0	78	62704	8	1	93
61480	1	0	63	62089	1	0	78	62707	1	0	93
61485	1	0	64	62202	1	0	78	62708	4	0	94
61517	2	0	64	62205	2	0	79	62794	2	0	94
61520	3	0	64	62206	1	0	79	62801	3	0	94
61523	6	1	65	62208	1	0	79	62812	1	0	95
61525	2	0	65	62220	1	0	79	62821	1	0	95
61530	3	0	65	62221	3	0	79	62832	5	1	95
61536	2	0	65	62223	1	0	79	62837	3	0	95
61537	1	0	66	62233	2	0	80	62839	1	0	96
61546	1	0	66	62235	1	0	80	62844	2	0	96
61548	1	0	66	62243	1	0	80	62855	2	0	96
61550	1	0	66	62249	2	0	80	62863	3	0	96
61554	2	0	66	62254	2	0	80	62864	3	0	97
61559	2	0	66	62258	4	0	81	62875	1	0	97
61569	2	0	66	62263	3	0	81	62881	1	0	97
61571	3	0	67	62269	6	1	81	62882	1	0	97
61602	2	0	67	62277	2	0	82	62896	2	0	97
61603	3	0	67	62286	2	0	82	62901	8	1	98
61604	2	0	68	62293	2	0	82	62906	2	0	98
61605	4	0	68	62298	2	0	82	62914	4	0	99
61606	1	0	68	62301	10	1	83	62918	1	0	99
61607	5	1	69	62312	2	0	84	62920	1	0	99
61611	5	1	69	62321	2	0	84	62930	3	0	99
61614	4	0	69	62360	1	0	84	62946	1	0	99
61615	2	0	70	62379	2	0	84	62958	2	0	99
61625	2	0	70	62401	2	0	84	62959	2	0	100
61635	2	0	70	62420	1	0	84	62960	1	0	100
61701	6	1	71	62428	1	0	84	69611	2	0	100
61704	2	0	71	62448	2	0	85				

EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT PROJECT

2840 SHERIDAN ROAD, EVANSTON, ILLINOIS 60201

September 10, 1988

Dear Center Director:

The Illinois Department of Children and Family Services (DCFS) has asked the Early Childhood Professional Development Project of National College of Education to conduct a comprehensive study of all directors of licensed early childhood programs in Illinois. The purpose of this study is to find out more about you, your work, and your professional needs. Should the state legislature increase funding for child care training, the results of this study will provide important data about directors' background and experience and the kind of training opportunities they desire.

Your participation in this study is vital. Would you please take a few minutes out of your busy schedule to complete the enclosed questionnaire and return it to me in the stamped, addressed envelope. Your responses on this survey are completely confidential. No center or individual identification will be used in the tabulation of results. If you have any questions, do not hesitate to give me a call at (800) 624-8521, ext. 2251.

Best of luck to you in your work on behalf of young children.

Cordially,

Paula Jorde-Bloom

Paula Jorde-Bloom, Ph.D.
Project Director

Please return your completed survey by October 1. Thank you.

Center Code_____

EARLY CHILDHOOD DIRECTOR'S SURVEY

Center_____ Director's Name _____

Address_____ Telephone (_____)_____

City_____ State_____ Zip_____

CENTER BACKGROUND INFORMATION

1. Check the description that most nearly applies to your center:

   ____half-day preschool/nursery school program

   ____both half-day and full-day program

   ____full-day program only

   ____other:_____

2. Ages of children served: _____ to _____

3. Indicate hours your center is open: _____ to_____

4. Organizational structure:

   ____ for profit private proprietary. If so, are you the owner _____yes_____no

   ____ for profit corporation or franchise

   ____ private nonprofit (church, temple, community center, YWCA, hospital)

   ____ public nonprofit (more than 50% funds are from state or federal sources)

5. Total student enrollment (part-time + full-time) : _____

6. Number of paid employees:

	full-time (35 hrs/wk or more)	part-time (20-35 hrs/wk)	part-time (1- 19 hrs/wk)
Administrative staff	_____	_____	_____
Teachers/aides	_____	_____	_____
other: cook, maintenance	_____	_____	_____

7. Indicate the number of full-time and part-time employees (administrative, teaching, or support staff) who have left employment during the last 12 months. Do not count volunteers or temporary help for the summer months.

   _____ full-time _____ part-time

DIRECTOR BACKGROUND INFORMATION

1. Age: _____ 2. Sex: male_____ female_____

3. What is the highest educational level you have completed?

_____ High School Diploma	_____ Some graduate work
_____ Some college	_____ Master's Degree (MA/MS)
_____ Associate of Arts Degree (AA)	_____ Post Master's work
_____ Bachelor's Degree (BA/BS)	_____ Doctorate (Ed.D/Ph.D)

4. **Early Childhood Training:** Indicate the total amount of college level credit you have completed in early childhood education or childhood development. (One semester hour equals 16 classroom hours of instruction.)

_____ semester hours credit in early childhood/child development

5. **Administrative Training:** Indicate the total amount of college level credit you have completed in coursework related to early childhood administration or management. (One semester hour of credit equals 16 classroom hours of instruction.)

_____ semester hours credit in early childhood administration/management

Check (✓) all areas covered in these college level courses:

( ) financial management	( ) staff supervision
( ) fundraising techniques	( ) organizational theory
( ) group dynamics	( ) parent involvement
( ) leadership styles	( ) public policy / advocacy
( ) program evaluation	( ) menu planning
( ) licensing / regulations	( ) marketing / public relations

6. **In-service Training:** Indicate the total number of hours you have completed in non-credit in-service training related to early childhood education or program administration in the past 5 years.

In-service training in early childhood/child development
_____ 1 - 10 hours _____ 11 - 20 hours _____ over 20 hours

In-service training in program administration/management
_____ 1 - 10 hours _____ 11 - 20 hours _____ over 20 hours

7. **Certificates/Credentials:** (Check all that you have)

_____CDA Credential _____ Early Childhood Certificate (Type 02, 04)

_____Elementary Certificate (Type 03) _____ other: Specify _____

8. How long have you worked in early childhood? _____years _____months

9. How long have you been a director? _____years _____months

10. How long have you been director of this center? _____years _____months

JOB SATISFACTION AND ROLE PERCEPTION

11. Do you consider your work _____"just a job" or _____ a career?

12. What are the two most satisfying things about your present job?

_____ _____

13. What are the two most frustrating things about your present job?

_____ _____

14. Do you expect to be working in the field of early childhood three years from now?

_____yes _____no If no, why? _____

OUTSIDE PROFESSIONAL ACTIVITIES

15. Did you enroll for any college courses for credit last year? yes_____ no_____

16. Are you currently working toward a degree? yes_____ no_____

17. Are you working toward a CDA Credential? yes_____ no_____

18. On the average, how many hours per week do you spend **over and above what you are paid for** in activities related to early childhood education?

_____ 0 - 5 hours _____ 6 - 10 hours _____ more than 10 hours

19. What professional organizations do you currently pay dues to?

_____ _____ _____

20. What professional journals and/or magazines do you currently subscribe to?

_____ _____ _____

21. How many professional books did you read last year?

_____ less than 5 _____ 5 - 10 _____ more than 10

22. Have you written any advocacy letters to elected representatives or to the editor of your local newspaper during the last year?

_____ no _____ yes _____ more than 4

23. How many professional conferences/workshops did you attend last year?

_____ 0 - 1 _____ 2 - 3 _____ more than 4

24. Have you given any workshops or lectures to professional groups during the past year? (not counting your own staff)

_____ no _____ yes If so, how many_____

25. Have you published any articles or books on early childhood education?

Title / publisher _____

ADMINISTRATIVE KNOWLEDGE AND SKILL AREAS

Below is a list of 24 knowledge and skill areas that have been identified as potentially important to successfully performing the director's job.

First, to the left of each statement, indicate 1 - 4 how important you think it is for a director to have knowledge or skill in this area.

1 = not important at all
2 = somewhat important
3 = important
4 = very important

Then, to the right of each statement, indicate 1 - 4 what you perceive to be your present level of knowledge or skill in this area.

1 = I have no knowledge or skill in this area
2 = I have limited knowledge/skill in this area
3 = I am knowledgeable in this area
4 = I feel extremely competent and knowledgeable in this area

Finally, to the far right of the statement, check (✓) if you feel that knowledge or skill in this area should be required before an individual assumes the role of center director.

How important is this area 1 2 3 4	KNOWLEDGE AND SKILL AREAS	Present level of knowledge 1 2 3 4	required
_ _ _ _	Skill in translating program goals into policies and procedures.	_ _ _ _	___
_ _ _ _	Skill in identifying staffing needs and recruiting new personnel.	_ _ _ _	___
_ _ _ _	Skill in training and supervising staff who have different levels of experience.	_ _ _ _	___
_ _ _ _	Knowledge of different methods for evaluating program effectiveness.	_ _ _ _	___
_ _ _ _	Skill in promoting positive interpersonal relationships among staff.	_ _ _ _	___
_ _ _ _	Knowledge of how different leadership styles motivate staff.	_ _ _ _	___
_ _ _ _	Knowledge of the developmental growth patterns in young children.	_ _ _ _	___
_ _ _ _	Skill in implementing a developmentally appropriate curriculum.	_ _ _ _	___

How important is this area 1 2 3 4	KNOWLEDGE AND SKILL AREAS	Present level of knowledge 1 2 3 4	required
_ _ _ _	Skill in arranging space and materials to support program goals.	_ _ _ _	_
_ _ _ _	Skill in organizing and maintaining accurate student records.	_ _ _ _	_
_ _ _ _	Skill in planning and implementing a sound nutritional program for children.	_ _ _ _	_
_ _ _ _	Knowledge of first aid and emergency procedures.	_ _ _ _	_
_ _ _ _	Knowledge of federal, state, and local regulations governing day care centers.	_ _ _ _	_
_ _ _ _	Skill in developing a budget and preparing financial reports.	_ _ _ _	_
_ _ _ _	Knowledge of legal issues pertaining to child abuse.	_ _ _ _	_
_ _ _ _	Knowledge of the different types of insurance coverage for day care centers.	_ _ _ _	_
_ _ _ _	Knowledge of how to write proposals to secure public and private funding.	_ _ _ _	_
_ _ _ _	Knowledge of how to complete state and federal quarterly and annual tax forms.	_ _ _ _	_
_ _ _ _	Skill in communicating the program's philosophy to parents and community representatives.	_ _ _ _	_
_ _ _ _	Knowledge of the social and cultural traditions of different types of families.	_ _ _ _	_
_ _ _ _	Knowledge of how to refer children for special medical and social services.	_ _ _ _	_
_ _ _ _	Knowledge of how to market a program to ensure maximum enrollments.	_ _ _ _	_
_ _ _ _	Knowledge of different professional organizations related to early childhood.	_ _ _ _	_
_ _ _ _	Knowledge of the legislative process regarding children's rights.	_ _ _ _	_

Please indicate in the space below any additional knowledge or skill areas that you feel are essential to your role and were not included on the previous list.

In what areas of early childhood administration do you feel you would benefit from additional training? Be as specific as possible.

State licensing standards for center directors currently require an individual to show evidence of one of the following:

a. Completion of two years of college credit with 18 semester hours related directly to child care and/or child development.
b. Two years of experience in a relevant setting with 10 hours of credit in child care and proof of enrollment in an accredited program.
c. Completion of a CDA Credential with required experience and education.

Please circle below the number that corresponds to your assessment of these requirements.

1. Current licensing requirements are too stringent.
2. Current licensing requirements are just right.
3. Current licensing requirements are too lenient.

If you circled number 1 or 3, what recommendations would you have for modifying existing standards?

Would you be willing to take part in a follow-up interview related to the questions in this survey?
___ yes ___ no

Thank you for taking the time to answer the above questions. Please send your completed survey to:

Dr. Paula Jorde-Bloom
Early Childhood Professional Development Project
National College of Education
2840 Sheridan Road
Evanston, Illinois 60201

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EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT PROJECT

2840 SHERIDAN ROAD, EVANSTON, ILLINOIS 60201

October 1, 1988

Name of Early Childhood Expert
Street Address
City, State

Dear First Name:

The Early Childhood Professional Development Project of National College of Education is conducting a comprehensive study of early childhood center directors in Illinois. The data from this study will be used to make policy recommendations to the Illinois Department of Children and Family Services (DCFS) regarding the kinds of professional training opportunities directors need and the efficacy of modifying licensing standards as they pertain to director qualifications.

To give us a broader perspective on these issues, we are also contacting a group of early childhood experts around the country who have specialized knowledge and experience in public policy and/or early childhood program administration. You have been identified as one of these individuals.

Would you please take a few minutes out of your busy schedule to complete the enclosed questionnaire and mail it to me in the stamped, addressed envelope provided. In return for your participation, I will be happy to send you a copy of the results of this study when it is published next Spring.

Best of luck to you in your work on behalf of young children.

Cordially,

Paula Jorde-Bloom

Paula Jorde-Bloom, Ph.D.
Project Director

Please return your completed survey by October 20. Thank you

Individual Code_____

ILLINOIS DIRECTOR'S SURVEY

Public Policy/Program Administration Expert Questionnaire

Name _____ Male _____ Female _____

Organization _____ Telephone (____)_____

Address_____

City _____ State_____ Zip_____

Current position _____

Please indicate (✓) those professional experiences you have had that have provided you with expertise in the area of public policy and/or early childhood program administration.

( ) NAEYC Center Accreditation Commissioner
( ) State or national officer in early childhood professional association (name) _____
( ) College instructor of early childhood administration and/or child care public policy course
( ) Author of early childhood administration textbook
( ) Editor/publisher of child care administration magazine and/or newsletter
( ) Consultant to early childhood programs
( ) State licensing representative
( ) Supervisor of center directors for multi-site child care corporation, public agency, or private organization
( ) Director of an early childhood center
( ) Other: _____
( ) Other: _____

Please indicate (✓) the highest educational level you have completed:

_____ High School Diploma
_____ Some college
_____ Associate of Arts Degree (AA)
_____ Bachelor's Degree (BA/BS)
_____ Some graduate work
_____ Master's Degree (MA/MS)
_____ Post Master's work
_____ Doctorate (Ed.D/Ph.D)

Are you familiar with the licensing standards in your state for child care personnel?
_____ yes _____ no

Are you aware of any organized effort in your state to revise these standards?
_____ yes _____ no If yes, please elaborate:

DIRECTOR KNOWLEDGE AND SKILL AREAS

Below is a list of 24 knowledge and skill areas that have been identified as potentially important to successfully performing the director's job.

First, to the left of each statement, indicate 1 - 4 how important you think it is for a director to have knowledge or skill in this area.

1 = not important at all
2 = somewhat important
3 = important
4 = very important

Then, to the far right of the statement, check (✓) if you feel that knowledge or skill in this area should be required before an individual assumes the role of center director.

How important is this area 1 2 3 4	KNOWLEDGE AND SKILL AREAS	required
— — — —	Skill in translating program goals into policies and procedures.	___
— — — —	Skill in identifying staffing needs and recruiting new personnel.	___
— — — —	Skill in training and supervising staff who have different levels of experience.	___
— — — —	Knowledge of different methods for evaluating program effectiveness.	___
— — — —	Skill in promoting positive interpersonal relationships among staff.	___
— — — —	Knowledge of how different leadership styles motivate staff.	___
— — — —	Knowledge of the developmental growth patterns in young children.	___
— — — —	Skill in implementing a developmentally appropriate curriculum.	___
— — — —	Skill in arranging space and materials to support program goals.	___
— — — —	Skill in organizing and maintaining accurate student records	___

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How important is this area 1 2 3 4	KNOWLEDGE AND SKILL AREAS	required
— — — —	Skill in planning and implementing a sound nutritional program for children.	—
— — — —	Knowledge of first aid and emergency procedures.	—
— — — —	Knowledge of federal, state, and local regulations governing day care centers.	—
— — — —	Skill in developing a budget and preparing financial reports.	—
— — — —	Knowledge of legal issues pertaining to child abuse.	—
— — — —	Knowledge of the different types of insurance coverage for day care centers.	—
— — — —	Knowledge of how to write proposals to secure public and private funding.	—
— — — —	Knowledge of how to complete state and federal quarterly and annual tax forms.	—
— — — —	Skill in communicating the program's philosophy to parents and community representatives.	—
— — — —	Knowledge of the social and cultural traditions of different types of families.	—
— — — —	Knowledge of how to refer children for special medical and social services.	—
— — — —	Knowledge of how to market a program to ensure maximum enrollments.	—
— — — —	Knowledge of different professional organizations related to early childhood.	—
— — — —	Knowledge of the legislative process regarding children's rights.	—

Please indicate in the space below any additional knowledge or skill areas that you feel are essential to the director's role and were not included on the previous list.

Illinois licensing standards for center directors currently require an individual to show evidence of **one** of the following:

a. Completion of two years of college with 18 semester hours credit related directly to child care and/or child development.
b. Two years of experience in a relevant setting with one year of college and 10 semester hours of credit in child care and proof of enrollment in an accredited program.
c. Completion of a CDA Credential with 12 semester hours credit in courses related to child care and/or child development and two years of experience.

Please circle below the numeral that corresponds to your assessment of these requirements:

1. Illinois licensing requirements are too stringent.
2. Illinois licensing requirements are just right.
3. Illinois licensing requirements are too lenient.

If you circled 1 or 3, what recommendations would you have for modifying these standards?
(Be as specific as possible. In addition, note any educational, social, or economic ramifications of your recommendations.)

Do you feel it is important to differentiate director qualifications for small and large centers?
___ yes ___ no If you answered yes, please elaborate:

There has been some discussion over the last year about the pros and cons of implementing national child care standards that would specify minimum qualifications for staff. Do you support a move in this direction? ___ yes ___ no Why?

Thank you for taking the time to answer the above questions. Please send your completed survey to:

Dr. Paula Jorde-Bloom
Early Childhood Professional Development Project
National College of Education
2840 Sheridan Road
Evanston, Illinois 60201

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EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT PROJECT

2840 SHERIDAN ROAD, EVANSTON, ILLINOIS 60201

December 5, 1988

Name of Early Childhood Director
Name of Nursery School
Street Address
City, Illinois 60000

Dear First Name:

Earlier this fall you completed a questionnaire as part of the Illinois Director's Study. That survey asked questions about your background and training and the areas you felt were most important in carrying out your administrative role. Thank you for taking the time to complete that questionnaire.

We are now entering the second phase of the Illinois Director's Study. From the 1000 centers that returned surveys, we have selected 100 programs in different geographic regions of the state. These centers represent a cross-section of programs in Illinois by enrollment size, legal sponsorship, and staffing patterns. Your program fits the criteria we are looking for and we hope you will agree to participate in this part of our data collection.

The second phase of this study will include a telephone interview with you, a brief (five minute) survey for you and your teaching staff to complete, and a short visit to your center by a member of our research team on a date that is mutually convenient. As in the initial questionnaire you completed, confidentiality of responses will be ensured. No center or individual identification will be used in summarizing the data gathered.

In return for your participation in the Illinois Director's Study, we will be happy to send you a copy of the report submitted to DCFS that will include policy recommendations regarding the training and qualifications of program directors.

A member of our research staff, Patricia Schreiber, will contact you the first week of January to confirm your participation and schedule a visit to your program some time in January. Have a nice holiday.

Cordially,

Paula Jorde-Bloom

Paula Jorde-Bloom, Ph.D.
Project Director

APPENDIX E

Center Code _____

DIRECTOR'S FOLLOW-UP INTERVIEW

_____ Center type: 1 = half-day preschool/nursery school program
2 = both half-day and full day care program
3 = full day care only

_____ Organizational structure:
1 = for profit private proprietary
2 = for profit corporation or franchise
3 = private nonprofit
4 = public nonprofit

_____ Total student enrollment (part-time and full-time)

_____ Total number of paid teaching/administrative staff

_____ Total staff turnover in last 12 months

_____ Age

_____ Sex 0 = male, 1 = female

_____ Highest educational level and major

1 = High School Diploma
2 = Some college
3 = Associate of Arts Degree
4 = Bachelor's Degree _____
5 = Some graduate work
6 = Master's Degree _____
7 = Post Master's work
8 = Doctorate _____

Credentials: Indicate: 0 = no, 1 = yes

_____ CDA Credential
_____ Community college early childhood certificate
_____ Early childhood certificate from a 4-year college (Type 02/04)
_____ Elementary teaching certificate (Type 03)

_____ Total semester hours of coursework that has early childhood or child development in the title or focused specifically on educational issues of preschool-aged children.

_____ Total semester hours of coursework that focused on educational or developmental issues of primary-aged children (5-8 years of age).

_____ Total semester hours of coursework in the administration or management of early childhood programs. (For example: financial management, staff supervision, fundraising techniques, organizational theory, group dynamics, leadership styles, program evaluation, licensing and regulations, marketing/public relations.)

_____ Was this administrative course work taken before or after assuming your job as director? 0 = before, 1 = after

_____ Total semester hours of course work in program administration, business, accounting, or management not specifically dealing with early childhood.

_____ Total hours spent in in-service training (non-credit) related to early childhood curriculum or child development during the past three years.

_____ Total hours spent in in-service training (non-credit) related to early childhood program administration during the past three years.

Did your formal college-level training prepare you for your present position?

_____ How much classroom teaching experience at the preschool level did you have prior to becoming a director. Indicate years.

_____ Years experience as a director.

_____ Years experience as director of this center.

_____ Total professional orientation (0 - 20)

- _____ see current position as job = 0 or career = 1
- _____ plan to work in field three yrs from now: 0 = no 1 = yes
- _____ took courses for credit last year: 0 = no 1 = yes
- _____ currently working toward a degree or CDA: 0 = no 1 = yes
- _____ avg overtime hours: 0 = 5 or less, 1 = 6-10, 2 = more than 10
- _____ membership in professional organizations: 0, 1, or 2
- _____ professional journals subscribe to or read regularly: 0, 1, 2
- _____ professional books read last year: 0=none, 1=1-3, 2=4 or more
- _____ advocacy letters written : 0 = none, 1 = 1, 2 = more than 2
- _____ professional conferences last year: 0=none, 1=1-3, 2=4 or more
- _____ given workshops: 0 = no, 1 = 1, 2 = 2 or more
- _____ published articles or books: 0 = no, 1 = yes
- _____ If you could do it all over again, would you choose a career in early childhood education? 0 = no, 1 = yes

If you were asked to be on a task force to make recommendations to DCFS about requirements for child care center personnel, what licensing standards would you ideally like to see implemented for:

classroom aides: age:
education level:
specialized training:
experience:

classroom teachers:
age:
education level:
specialized training:
experience:

center directors:
age:
education level:
specialized training:
experience:

_____ Do you think that coursework in the administration of early childhood programs should be required as a prerequisite to being able to direct a center? 0 = no, 1 = yes

_____ Should there be different standards for directors depending on the size of their center? For example, less than 24 children and more than 24 children. 0 = no, 1 = yes

_____ If DCFS received funding to offer administrative training for center directors, would you take advantage of it? 0 = no, 1 = yes

Which of the following formats is convenient for you?

_____ evenings after work
_____ weekend workshops
_____ week long summer institutes

_____ Would you like to see such training tied to college credit?
0 = no, 1 = yes

Are there any other comments you would like to make regarding the training and qualifications of early childhood center directors?

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EARLY CHILDHOOD PROFESSIONAL DEVELOPMENT PROJECT

2840 SHERIDAN ROAD, EVANSTON, ILLINOIS 60201

Dear

Thank you for agreeing to participate in the follow-up phase of the Illinois Director's Study. This letter will confirm that I will be visiting your center on _____ sometime during the _____.

I have enclosed in this packet _____ copies of the short form of the Early Childhood Work Environment Survey. This survey assesses staffs' perceptions of their work along several dimensions. Several days before your center's scheduled visit, please distribute a survey and white envelope to each person on your administrative and teaching staff who works more than 10 hours per week in a paid capacity. Be sure and complete a survey yourself. The staff should be assured that their responses are completely confidential. No center or individual identification will be used in the data analysis in this study.

Please put all the staffs' white envelopes in the larger white envelope that has your center code on it. I will pick up this envelope on the day of my visit.

Again, many thanks for your participation in this study.

Cordially,

Paula

Paula Jorde-Bloom
Project Director

Encl.

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Early Childhood Work Environment Survey

Short Form

Thank you for agreeing to participate in this research on early childhood work environments. Please know that your answers to these questions are completely confidential. When you have completed both sides of this survey, please put it in the envelope provided and give it to your staff representative.

Please indicate next to each statement the numeral (0 - 5) which most accurately describes what is happening in your center.

never	seldom	sometimes	somewhat regularly	frequently	always
0	1	2	3	4	5

_____ Staff are friendly and trust one another.

_____ Morale is high. There is a good team spirit.

_____ Staff are encouraged to learn new skills and competencies.

_____ Center provides guidance for professional advancement.

_____ Supervisor(s) are knowledgeable and competent.

_____ Supervisor(s) provide helpful feedback.

_____ Communication regarding policies and procedures is clear.

_____ Job responsibilities are well-defined.

_____ Salaries and fringe benefits are distributed equitably.

_____ Promotions are handled fairly.

_____ Teachers help make decisions about things that directly affect them.

_____ People feel free to express their opinions.

_____ Staff agree on school philosophy and educational objectives.

_____ Staff share a common vision of what the center should be like.

_____ The program is well planned and efficiently run.

_____ Meetings are productive. Time is not wasted.

_____ The work environment is attractive and well-organized.

_____ There is sufficient equipment and supplies for staff to do their jobs.

_____ Staff are encouraged to be creative and innovative in their work.

_____ The center implements changes as needed.

Check (✓) all that apply. Does your center . . .

_____ Provide on-site staff development workshops?

_____ Encourage teachers to share resources with one another regularly?

_____ Provide released time to attend conferences?

_____ Provide released time to visit other schools?

_____ Provide tuition reimbursement to take college courses?

_____ Provide paid preparation/planning time for teachers?

_____ Have a library of professional books for staff to use?

_____ Have formal job evaluation procedures?

_____ Distribute a parents' handbook detailing policies and procedures?

_____ Have a staff manual outlining staff policies?

_____ Provide written contracts for employees?

_____ Have written job descriptions for each position?

_____ Distribute a monthly newsletter to parents?

_____ Conduct staff meetings?

If yes, how many per month _____ 1 ____ 2 ____ 3 ____ 4

Check (✓) all that describe how you feel about your center as a place to work:

_____ I feel very committed to this center

_____ I put a lot of extra effort into my work

_____ I intend to work here at least two more years

_____ I take pride in my center

_____ It would be difficult for me to find another job as good as this one

Check (✓) the category which most nearly describes your role:

_____ Director, assistant director, or supervisor

_____ Head teacher or teacher

_____ Assistant teacher or teacher's aide

Thank you!

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APPENDIX H

Center code _____

EARLY CHILDHOOD CLASSROOM OBSERVATION SCALE

Interactions Among Staff and Children	not met			fully met
1. Staff interact frequently with children showing affection and respect.	1	2	3	4
2. Staff are responsive to children.	1	2	3	4
3. Staff speak with children in a friendly, courteous manner. Tone of voice is pleasant.	1	2	3	4
4. Staff talk with individual children, and encourage children of all ages to use language.	1	2	3	4
5. Staff provide children of both sexes with equal opportunities to take part in all activities.	1	2	3	4
6. Staff encourage independence in children as they are ready.	1	2	3	4
7. Staff use positive approaches to help children behave constructively.	1	2	3	4
8. Overall sound of group is pleasant most of the time.	1	2	3	4
9. Staff help children deal with anger, sadness, and frustration.	1	2	3	4
10. Staff encourage prosocial behaviors in children such as cooperating, helping, taking turns, talking to solve problems.	1	2	3	4
11. Staff expectations of children's social behavior are developmentally appropriate.	1	2	3	4

Total score _____

Curriculum	not met			fully met
1. There is a balance of activities: quiet/active small group large group, small muscle/large muscle	1	2	3	4
2. Balance of activities: child initiated/staff initiated	1	2	3	4
3. Multiracial, nonsexist, nonstereotyping pictures, dolls, books, and aterials are available.	1	2	3	4
4. Developmentally appropriate hands-on activities to foster positive self-concept.	1	2	3	4
5. Developmentally appropriate hands-on activities to develop social skills.	1	2	3	4
6. Developmentally appropriate activities to encourage children to think, reason, question, and experiment.	1	2	3	4
7. Developmentally appropriate hands-on activities to encourage language development.	1	2	3	4
8. Developmentally appropriate hands-on activities to enhance physical development.	1	2	3	4
9. Developmentally appropriate hands-on activities to encourage and demonstrate sound health, safety, and nutritional practices.	1	2	3	4
10. Developmentally appropriate hands-on activities to encourage creative expression and appreciation for the arts.	1	2	3	4
11. Developmentally appropriate hands-on activities that respect cultural diversity.	1	2	3	4
12. Staff provide materials and time for children to select their own activities during the day.	1	2	3	4
13. Staff conduct smooth and unregimented transitions between activities.	1	2	3	4
14. Staff are flexible enough to change planned or routine activities. Modifications are made as necessary.	1	2	3	4
15. Routine tasks such as diapering, toileting, eating, dressing, and sleeping are handled in a relaxed and individual manner.	1	2	3	4

Total score _____

Physical Environment	not met			fully met
1. There is enough usable space indoors so children are not crowded.	1	2	3	4
2. There is enough usable space for outdoor play for each age group.	1	2	3	4
3. Space is arranged to accommodate children individually, small groups, and large groups.	1	2	3	4
4. A variety of age-appropriate materials and equipment are available for children indoors and outdoors.	1	2	3	4
5. Individual space is provided for each child's belongings.	1	2	3	4
6. Private areas where children can play or work alone or with a friend are available indoors and outdoors.	1	2	3	4
7. The environment includes soft elements.	1	2	3	4
8. Sound-absorbing materials such as ceiling tile and rugs are used to cut down noise.	1	2	3	4
9. A variety of activities can go on outdoors throughout the year.	1	2	3	4
10. The outdoor play area is protected from access to streets and other dangers.	1	2	3	4
11. There is a sense of order and organization to the environment.	1	2	3	4
12. Overall, the center is aesthetically pleasing.	1	2	3	4
13. There is a place where staff can get away from the children.	1	2	3	4
14. There is an adult-sized bathroom conveniently located for staff.	1	2	3	4
15. There is a workspace for staff to store their belongings and prepare materials and teaching aids.	1	2	3	4

Total score _____

Health, Nutrition, and Safety	not met			fully met
1. Children are under adult supervision at all times.	1	2	3	4
2. Children are dressed appropriately for active play indoors and outdoors.	1	2	3	4
3. As children use the facility, staff and children keep areas reasonably clean.	1	2	3	4
4. Toileting and diapering areas are sanitary.	1	2	3	4
5. Staff wash their hands with soap and water before feeding, preparing or serving food, and after assisting children with toileting.	1	2	3	4
6. A sink with running hot and cold water is very close to diapering and toileting areas.	1	2	3	4
7. The building, play yard, and all equipment are maintained in safe, clean condition and in good repair.	1	2	3	4
8. Equipment/materials are safe for the age of children (e.g. infants' and toddlers' toys are large enough to prevent swallowing or choking)	1	2	3	4
9. Toilets, drinking water, and handwashing facilities are safe and easily accessible to children.	1	2	3	4
10. Children wash hands after toileting and before meals	1	2	3	4
11. Areas used by children are well-lighted and ventilated and kept at a comfortable temperature.	1	2	3	4
12. Electrical outlets are covered with protective caps.	1	2	3	4
13. Floor coverings are attached to the floor or backed with nonslip materials.	1	2	3	4
14. Cushioning materials such as mats, wood chips, or sand are used under climbing equipment, slides and swings.	1	2	3	4
15. All chemicals and potentially dangerous products such as medicines or cleaning supplies are stored out of the reach of children.	1	2	3	4
16. Mealtime is a pleasant social and learning experience for children.	1	2	3	4
17. Mealtimes encourage independence in children.	1	2	3	4

Total score _____

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ILLINOIS DIRECTOR'S STUDY

Final Report

Order Form

THE ILLINOIS DIRECTOR'S STUDY was commissioned by the Department of Children and Family Services (DCFS) to provide comprehensive data on early childhood directors of licensed, center-based programs in Illinois. The study addressed the following questions:

* What is the current level of education, training, and experience of center directors in Illinois?
* How do directors rate the importance of specific tasks associated with their administrative role? And how do these ratings compare with those of experts in the field of early childhood education?
* What skills and competencies do center directors feel should be minimum requirements for the position? And how do directors' assessments of minimum requirements compare with those of experts and current state licensing standards?
* What is the relationship between directors' level of education, training, and experience and their perceived competence in performing the tasks associated with their role? In what knowledge and skill areas do they perceive they need additional training?
* What is the relationship between directors' level of education, specialized training, and experience and indices of program quality?

The final report provides background information on 990 directors and summarizes the results of field observations of 103 programs. It also includes policy recommendations regarding the efficacy of modifying licensing standards.

Published April, 1989
100 pages, bound
Includes copies of survey instruments
$7.95 per copy, plus $1.50 shipping

Please send _____ copies of the **ILLINOIS DIRECTOR'S STUDY** to:

Name _____ Agency _____

Address _____

City _____ State _____ ZIP _____

Send this order form with your check or purchase order to:

Dr. Paula Jorde-Bloom, Director
Early Childhood Professional Development Project
National College of Education
2840 Sheridan Road, Evanston, Illinois 60201

Total amount enclosed $ _____